

DOWNTOWN PLANNING AND DEVELOPMENT ORGANIZATIONS
IN METROPOLITAN AREAS

A THESIS

Presented to

The Faculty of the Division of Graduate
Studies and Research

by

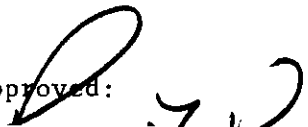
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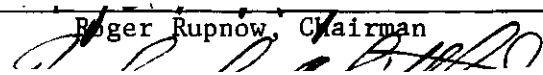
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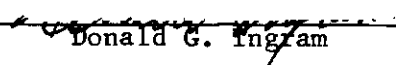
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ABSTRACT

The purpose of this thesis is to examine the powers, organizational structure, staff requirements, methods of financing, and activities of downtown planning and development organizations in metropolitan areas and to examine their roles in the downtown planning and development process.

This thesis has drawn the following major conclusions and recommendations:

(1) The large majority of organizations are private, independent, and incorporated as non-profit corporations. Miami's Downtown Development Authority is an excellent and unique example of an official body created under Florida Enabling Legislation and having legal powers to plan and implement its downtown development program. In the absence of such enabling legislation, the organization should be incorporated as private and non-profit.

(2) Jurisdictions vary with each organization. Other programs and study boundaries should be considered when defining jurisdictions. The use of common boundaries or sub-planning areas can permit the use of comparable data from various studies.

(3) Very few organizations have any defined legal powers and, consequently, must rely on the power of persuasion. Missouri's Urban Redevelopment Corporations Law merits consideration as an implementation tool for the private organization.

(4) The key executives of the business community and institutions are considered to be the most important individuals to attract for mem-

bership.

(5) The Board of Directors should set policy and govern activities, with advice of the executive director.

(6) The committee structure is used to involve the members in carrying out the organization's responsibilities. Committees, both permanent and special, should be tailored to carry out the individual programs.

(7) Staffs are small, with a minimum of an executive director and secretarial and accounting help. Several organizations employ professional planners on their staffs. A full-time staff is necessary and its size, background, and training should be influenced by the organization's role and activities and by available resources of local agencies.

(8) The organization's programs should be planning and project development oriented and should represent the business community's input in plan formulation. The programs should have a strong planning base and should focus on implementation of public and private planning proposals. The programs should seek to develop a viable central city community with a full complement of land uses and services.

(9) Financial support is received from either (a) a tax assessment as in the case of Miami's Downtown Development Authority or (b) private contributions for the private organization. The formulas used for soliciting contributions vary with each organization; however, they must be acceptable to the members in terms of justifying support for its programs.

These conclusions and recommendations were reached after a survey

of existing organizations in selected cities, correspondence, and interviews with public officials, staff members, and business leaders and extensive research of available literature.

CHAPTER I

INTRODUCTION

The downtown is the area of greatest concentration of urban activities, reflected in the region's greatest land values and tallest buildings; the focal point of the city and region mass transit systems; an area where large numbers of people gather to work, transact business, exchange ideas and products, shop and enjoy first-class entertainment. Downtown is an area potentially most accessible to a large population, attracting establishments offering specialized products and services. It is the center of a wide variety of activities and the center of leadership within the city.

The economic health of the city and region depends, significantly, on the strength of downtown. It presents an image by which the entire region may be judged. The future of downtown, its attributes and amenities, should be equally important to the city, the metropolitan area, and the region.

The continued decline of many downtown activities has stimulated an interest in revitalization by both the public and private sectors, especially the business community with an economic stake in the downtown. The major concern of this thesis is the downtown planning and development organizations created, generally by the business community, for the revitalization and redevelopment of the downtown area.

Definition of Downtown

The limits of downtown are very difficult to define and semantics often preclude a meaningful definition. Harland Bartholomew, professional planning consultant, views downtown as "a somewhat vague area with no definite boundaries."¹

The merchant thinks in terms of markets and sales; the economist in terms of cost and value; and the banker in downtown investment terms.²

Downtown may be described as the Central Business District, the retail core of the Central Business District, the "central core" or the central core and adjacent land uses constituting the surrounding "frame." Downtown, in some cases, is specifically defined by natural or manmade barriers, such as a river, railroad line, and especially a freeway loop.

The U. S. Bureau of the Census, in the absence of generally accepted rules for determining what a Central Business District should include or exclude, has defined the CBD as "an area of very high land valuation, an area characterized by a high concentration of retail businesses, offices, theaters, hotels, and 'service business'; and an area of high traffic flow."³

The Index Method and a "functional indication" technique have been developed for delimiting the Central Business District. However, to the downtown organization, downtown may not be defined in planning or economic terms. Instead, "it tends to be regarded as the high intensity land use area where business and administration are concentrated and which is known to businessmen and local citizens as 'downtown'."⁴

Definitions of downtown vary with each organization and the nature of its program. Some do not specifically limit their involvement to

downtown but include activity areas having an effect on downtown. These areas may be defined in general terms or in specific terms of freeway loops and streets or natural barriers. The State of Florida Enabling Legislation providing for the creation of a Downtown Development Authority defines "downtown" as a "specifically defined area or zone of the city in the central business district, established by the governing body of the municipality."⁵

For purposes of this thesis, downtown is considered to be the Central Business District, as defined by the census, and the adjacent areas or centers of activity having an impact on Central Business District development.

Problems of Downtown

The problems of downtown are all too obvious to those concerned with its future. Inadequate street patterns, lack of parking, deteriorating structures, deteriorating mass transportation, tremendous land costs, multiplicity of land ownership and decentralization all work against an efficient downtown. Downtowns inevitably suffer from rush-hour traffic and from the effects of neglect, resulting in the deterioration of its buildings and businesses.

Downtowns are suffering the pains of transition in function, consumer attitudes and habits and paradoxically, from overall urban growth.⁶

National trends have affected downtowns in recent years, weakening their economic capabilities. These trends include⁷:

- (1) Peripheral urban growth;

- (2) Creation of major outlying retail shopping centers;
- (3) Shift of commuters from public transportation to automobiles;
- (4) Constantly rising local property taxes;
- (5) Outward shift of distribution activities; and
- (6) Increased deterioration and low-income occupancy of housing near downtown.

Downtown faces the problems of increasing vacancy rates and ultimately declining property values. It also faces the problems of growth, modernization, and competition which threaten its position in the city, metropolitan area, and region.

Organizations Studied

Many cities, both large and small, have organizations dealing with downtown improvement. This thesis concerns itself with the organizations in the central cities of metropolitan areas where downtown problems are greater both in scale and complexity. The smaller city organizations are primarily retail merchants associations with an emphasis on retail promotion.

In contrast, the organizations in the larger cities have shifted their focus to the correction of certain underlying problems. Some of these organizations have placed an emphasis on creating an effective role in downtown planning and development, with both short and long-range goals.⁸

For purposes of this thesis, a downtown planning and development organization is described as an organization created specifically for downtown revitalization and redevelopment through the planning and pro-

gramming of public and private improvements, either in response to specific problems or to requests from local government to involve the private sector.

Forty-six known downtown organizations in selected cities were surveyed by correspondence and a questionnaire. All of the organizations were located in the central cities of metropolitan areas.

Questionnaires from thirty-one responding organizations were initially assessed to determine the organizations' areas of jurisdiction or interest. Two organizations were city or metropolitan oriented with a committee or division focused on downtown and were excluded from this thesis. Next, the various programs were studied, in an attempt to identify the planning and development organizations and programs as opposed to the traditional retail merchants association. Two organizations appeared to be retail promotion oriented and were also excluded from this thesis. The retail promotion organization may be important to downtown revitalization but is not the subject of this thesis. However, some organizations analyzed also perform a retail promotion function in conjunction with their other activities.

The twenty-seven remaining organizations were grouped by size of metropolitan area, in terms of population. The organizations were grouped into three categories: (1) Group I - under 500,000, (2) Group II - 500,000 - 2,000,000, and (3) Group III - 2,000,000 and over.

These three groups were chosen because central city employment in metropolitan areas of less than 500,000 has grown at a greater rate than the larger ones of over 500,000 people.⁹ Metropolitan area population of 2,000,000 is considered a critical stage in economic growth because

manufacturing growth tends to lag and there are consequently great stresses and strains on the necessary balanced growth to meet increasing social and fiscal problems.¹⁰

A review of the structure and activities of the organizations is necessary for evaluating their roles in the downtown planning process and for identifying a relationship between organization and size of metropolitan area. Case studies were selected to examine the activities in greater detail.

It was not feasible to study all organizations created in response to downtown problems. However, an assessment and review of the methods used by organizations included in this thesis should serve as a guide to other communities.

CHAPTER II

DOWNTOWN PLANNING AND DEVELOPMENT ORGANIZATIONS

Downtown organizations emerged initially in the larger cities where the effects of outlying competition and substantial deterioration were first recognized.¹¹ These organizations emphasized retail sales and promotion and were primarily retail merchants associations, either independent or parts of chambers of commerce. The continuing decline of downtown has resulted in a shift in emphasis from the traditional retail promotion to an interest in planning and renewal and a program of downtown revitalization.¹²

The leaders of the business community recognize the importance of their participation in downtown revitalization. They seek to participate in community decision-making as it affects downtown. While the nature of the programs is focused on downtown, leaders also recognize that the health of the region is essential to downtown and that their concern must also include the economic prosperity of the city and region. The business community and government at all levels have roles to play in downtown revitalization.¹³

Cities have had limited available resources to focus the necessary attention on the downtown area. The necessity for encouraging and coordinating public and private investment in downtown is so great, the concern of the business community has resulted in the formation of downtown organizations representing downtown interests and jelling the objec-

tives of the business community.

For example, the Downtown Brooklyn Development Committee was created by the business community because no other agency, public or private, was able to commit adequate time and money to the study and planning task necessary to reverse deterioration of the downtown. Brooklyn's downtown plan was developed jointly with local government agencies.¹⁴ Others have been created at the request of local governments to involve the business communities in an active planning role in downtown revitalization. Two examples are the Old Philadelphia Development Corporation and Boston's Committee for the Central Business District.

Their efforts have generally resulted in the development of a downtown plan as a statement of private and public objectives for the downtown area. Five of the organizations studied have privately financed the preparation of downtown plans, sixteen have financed plans in partnership with local government, and four are currently participating in plan development.

The large majority of the organizations are private, independent, and incorporated as non-profit organizations. Twenty-six of the twenty-seven organizations fall within this category. The origin and legal basis for each organization studied is identified in Appendix I, Table 5.

This chapter will discuss the jurisdictions, powers, membership, committee structure, and staff requirements of downtown planning and development organizations.

Jurisdictions

The jurisdictions or areas of interest vary with each organization.

They are described by both specific and general boundaries and may not be limited completely to downtown but may include adjacent areas directly affecting downtown.

The name of the organization may provide a clue to its jurisdiction. For example, Detroit's Central Business District Association orients its program to the CBD as defined by the census. Others are oriented to downtown defined, for example, by an urban renewal project in Boston or in general terms accepted locally as downtown. The areas of jurisdiction or interest for each organization are identified in Appendix I, Table 6.

Central Atlanta Progress, Inc. concentrates its planning program in a 27 square mile area defined by a railroad belt which marks the outer limits of Atlanta's major central area activities. Significantly, this area follows the boundary of a Community Renewal Plan, census tracts, and the established traffic zones for the Atlanta Area Transportation Study. This area includes downtown Atlanta and encompasses the major traffic and transportation problems in the city and is a logical study area boundary for transportation planning.¹⁵ These common boundaries are of considerable advantage because current data are readily available on a comparative basis for numerous planning studies.

The size of the areas varies with city size and programs of the organization. Areas range in size from one-tenth of a square mile for Downtown Wilmington, Inc. to 27 square miles for Central Atlanta Progress, Inc.

The criteria or method used in describing the area should certainly be influenced by the programs of other agencies or organizations. Cooperative efforts are essential to downtown revitalization and the common

boundaries of programs will provide comparative data, important for successful planning and development programs.

Powers

Twenty-six of the organizations are chartered as non-profit corporations and have only the powers of persuasion. The by-laws and articles of incorporation identify the objectives and guidelines governing meetings, membership, committee structure, and officers of the corporation. They may specify methods of meeting objectives, such as making outright grants or loans of its funds or property and to buy and sell real and personal property, but have no defined legal powers.¹⁶

One organization, Miami's Downtown Development Authority, was created by the State of Florida Enabling Legislation and City Ordinance, granting specific legal powers. This Authority is considered semi-independent and quasi-public in nature because it must rely on the local government to enforce its powers. The governing body having legislative powers, when creating the Authority, defines the boundaries within which the Authority can exercise its powers, sets the millage rate for financing the Authority, collects the tax, and approves the budget. The Authority is required to cooperate and coordinate its programs with the City's planning department and planning board and is permitted to cooperate with other federal, state, and local agencies as may be appropriate.¹⁷

Miami's Downtown Development Authority is restricted to a specifically defined area in the exercise of its powers. These powers include the use of eminent domain exercised in accordance with Florida statutes; the right to issue, negotiate and sell revenue bonds; and the power to

receive the proceeds of an ad valorem tax, not exceeding one-half mill per dollar valuation of real and personal property within its boundaries. In addition, the Authority is authorized to prepare economic analyses and studies of the downtown area; to plan and propose public improvements; to charge and collect fees or rents for use of any property under its control; to lease property; to enter into contracts in performing its duties; and to exercise its powers to implement the development plan for the downtown.¹⁸ Florida is the only state known to have such legislation (see Appendix III, State of Florida Enabling Legislation). Jacksonville has recently created a Downtown Development Authority; however, its funding is appropriated from the general operating funds of the city.

Membership

The numerical size of membership ranges from a low of 15 in the Downtown Brooklyn Development Committee, Inc. to a high of 750 members in the Downtown Association of San Francisco.

Non-profit organizations have a very broad-based membership from the community and the board of directors are elected from this membership. On the other hand, Miami's Downtown Development Authority is an official public body and the enabling legislation controls and limits the membership and board of directors to seven.

Excluding Miami's Downtown Development Authority, the median size of the remaining twenty-six is 150 and the mean is 185. The organizations in the smaller metropolitan areas (Group I) indicate a smaller membership with a mean of 138. However, the remaining two groups do not differ significantly.

Laurence Alexander, the publisher of Downtown Idea Exchange conducted an earlier survey of downtown associations in 1965 and tried to correlate the size of membership with the size of the downtown, using city size and assuming that downtown size is roughly proportional to the size of the city. However, very little correlation was evident.¹⁹ Size did not appear to increase as the size of city increased beyond 1,600,000. Alexander suggests that there is generally a limited number for effective participation in this type of voluntary organization and any number beyond this would result in an inefficient and unwieldy organization. Also, in the larger downtowns "a few of the largest firms and individuals, as acknowledged leaders, will tend to dominate the membership" and these leading members will not likely be interested in members which could not likewise add any power or influence to the organization.²⁰

Size of membership might also be influenced by the organization's program emphasis. An organization with a retail promotion emphasis will logically have retailers dominating its membership and will likely have a larger membership. In contrast, an organization focusing on planning and development will likely have property owners, bank executives, and others who can "make things happen" as their primary membership which will likely be smaller in number. The membership size for each organization is identified in Appendix I, Table 7.

In the 1965 survey, Alexander grouped the membership by categories of major economic interest. Retailers dominated the membership in eighteen of nineteen responding organizations.²¹ Alexander's survey tends to indicate a primary importance of retail promotion in the downtown programs.

The results of the survey conducted as part of this thesis indicate a possible shift in the economic interest of the memberships. Only twelve of the twenty-six non-profit organizations indicated that retailers hold the largest representation. However, overall retailers still represent the largest category of membership but are followed very closely by financial institutions and property owners.

The major economic interest categories for the total membership are ranked in order of numerical composition in Table 1 and these results are compared with Laurence Alexander's 1965 survey.

Table 1. Total Membership Ranked by Major Economic Interest Categories

Major Economic Interest	1965 Survey ²²	Thesis Survey
Retailers	1	1
Banks and Other Financial	7	2
Property Owners	4	3
Professionals	3	4
Hotels, Restaurants, Theaters, etc.	5	5
Real Estate and/or Insurance Firms	6	6
Utilities	9	7
News Media	8	8
Other	2	9

The respondents to this thesis survey were asked to select the key individuals to attract for membership and the large majority identified the property owners and the leading business and financial executives as most important.

Board of Directors

The Board of Directors, representing the group of downtown business leaders, is generally the policy-making body. However, in some cases, this is done jointly with and upon the recommendation of an Executive Committee or may be performed by the Executive Committee with approval by the Board of Directors. Twenty organizations identified the Board of Directors as the policy-making body. The Board not only sets the policy but also establishes and controls the organization's activities with advice of the president and executive director.

The composition of the Board's membership might suggest the power base of the organization and might also serve to identify the nature and emphasis of its program.²³ The organizations were asked to rank their Board's composition in order of major economic interest. Table 2 compares a summary of these results with a similar evaluation in the 1965 survey.

This comparison indicates a slight shift in the Board's composition, with representatives of the financial community making up the largest category. Retailers, first in 1965, now follow a close second, followed by property owners. In Table 3 is shown a comparison of total membership and Board of Directors, ranked by major economic interest categories.

The Board of Directors is elected from the membership and the size of the Board is generally controlled by the by-laws. The smaller organizations indicate a smaller Board. However, there is no apparent correlation of size of the Board with size of membership. Instead, size is designed to include a strong but manageable group of key leaders representing

Table 2. Board of Directors Ranked by Major Economic Interest Categories

Major Economic Interest	1965 Survey ²⁴	Thesis Survey
Banks and Other Financial	2	1
Retailers	1	2
Property Owners	4	3
Utilities	6	4
Real Estate and/or Insurance Firms	5	5
Professionals	8	6
Hotels, Restaurants, Theaters, etc.	9	7
Other	3	8
News Media	7	9

Table 3. Comparison of Total Membership and Board of Directors, Ranked by Major Economic Interest Categories

Major Economic Interest	Total Membership	Board of Directors
Retailers	1	2
Banks and Other Financial	2	1
Property Owners	3	3
Professionals	4	6
Hotels, Restaurants, Theaters, etc.	5	7
Real Estate and/or Insurance Firms	6	5
Utilities	7	4
News Media	8	9
Other	9	8

Source: Thesis Survey of Organizations

the local business community. The median size is 36 and the mean is 38.

Florida's enabling legislation specifies a seven man Board for the Downtown Development Authority. The mayor is the chairman and the remaining six members are appointed by the governing body, "the elected body of a municipality having legislative powers," for four year overlapping terms.²⁵

The duties of the Board of Directors are prescribed in the by-laws or enabling legislation as in the case of the Downtown Development Authority.

Relative to Miami's Downtown Development Authority, the enabling legislation grants all powers customarily vested in the Board of Directors of a corporation for profit and directs the Board to exercise supervisory control over the activities of the executive director and staff. (See Appendix III, State of Florida Enabling Legislation, Section 7.)

Twenty-four of the organizations have Executive Committees which are essentially smaller units of the Board of Directors and representative of the Board. The Executive Committee is elected from the Board by the organization's membership. The primary function of the committee is to act for the Board between regular meetings and whenever necessary for effective action. Being a smaller unit, the Executive Committee can meet on a much shorter notice and take immediate action when necessary.

Committee Structure

Downtown organizations use the committee structure to carry out their programs and responsibilities. This structure basically takes the form of permanent, standing committees, and special "ad hoc" committees appointed for specific programs or projects. The committee structure approach for each organization is identified in Appendix I, Table 9.

The organization's goals and programs are normally reflected in the committee structure. For example, if the fundamental purpose and goals are identified with physical improvements, the committees will likely reflect this emphasis. If organizations were concerned with retail sales and promotion, the committee structure would be oriented in that direction.²⁶

Based on results of this thesis survey, basic standing committees include executive, finance, membership, planning and development, and transportation. Additional committees may also include promotion and advertising, beautification, historic preservation, and special projects. Special project committees may take a permanent form, such as a particular area's redevelopment. They may also take the form of special "ad hoc" committees designed to meet specific problem areas and then be dissolved.

Laurence Alexander concluded from his 1965 survey that the committee structure can basically be identified by two broad categories--the overhead and line committees. Overhead committees are responsible for the internal functions and their areas of responsibility include membership, finance, program development, and administration. Line committees are responsible for the execution of the programs, including publicity, advertising, traffic and parking, urban renewal, taxation, beautification, and special projects.²⁷ Figure 1 illustrates a typical downtown organization committee structure.⁴

The organizational chart of the Downtown Denver Improvement Association, with approximately 15 line committees under five categories of planning and urban renewal, transportation, real estate, special, and

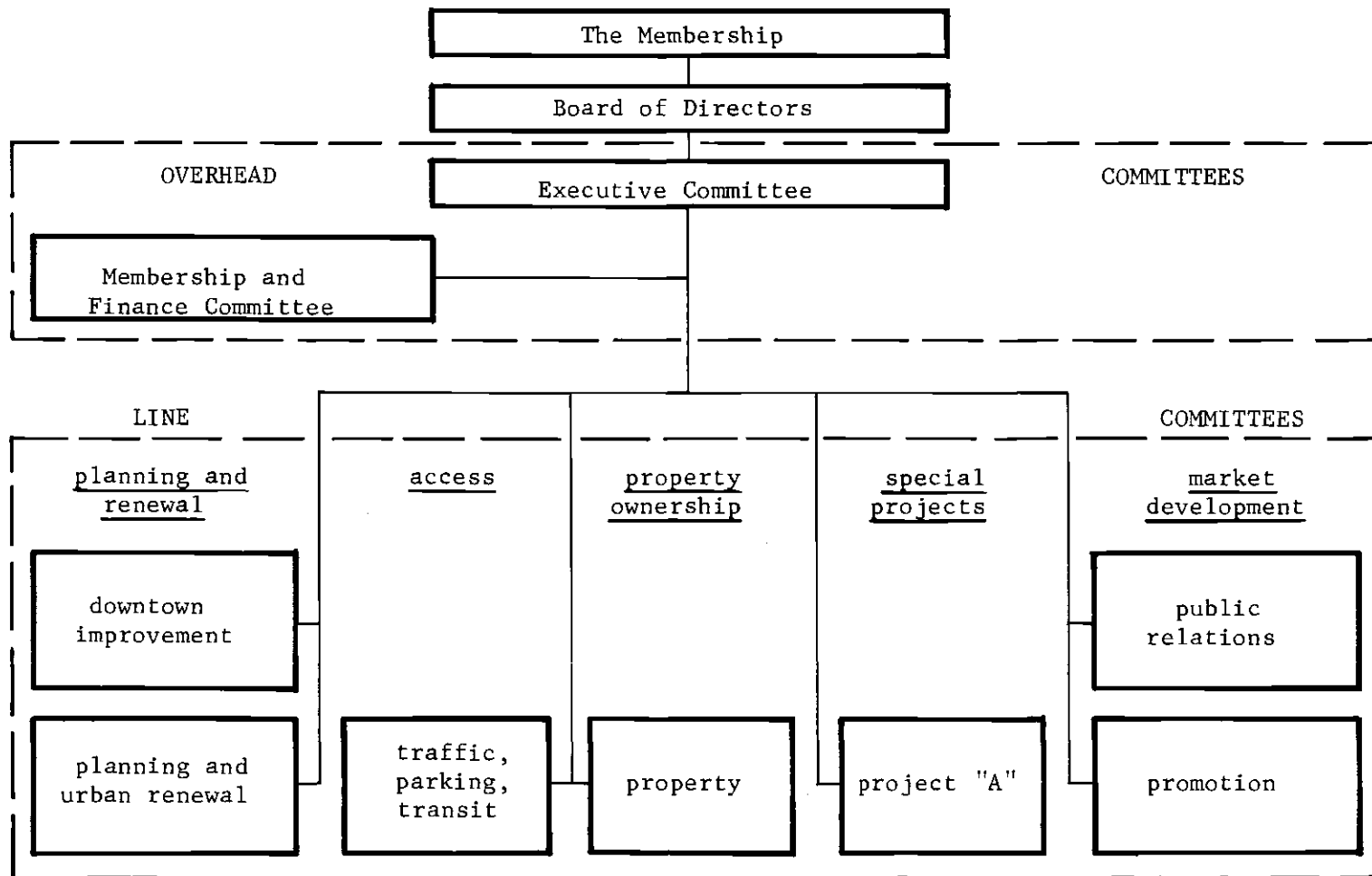


Figure 1. Downtown Organization Committee Structure

development, has one of the largest standing committee structures. This committee structure is similar to the one shown in Figure 1. At the other extreme, the Chicago Central Area Committee operates without any standing committees and creates special committees for specific programs or projects. Others, such as Downtown, Inc. of Kansas City have only an Executive Committee and operate with the special committee concept.

Central Atlanta Progress, Inc. functions with three basic committees, executive, finance, and membership and creates specific single-purpose committees for individual projects.

The Downtown-Lower Manhattan Association is structured with an Executive Committee and the permanent committees of membership, organization, and finance, historic sites, public-relations, and its largest committee--planning.

The Downtown Brooklyn Development Committee, Inc. with the smallest membership, identifies planning and development as the organization's single purpose and operates with eight standing committees. These committees include planning, office development, retail area environment, capital project, transportation, institution, community liaison, and finance. The organization does not use special committees.

Committee structure varies with each organization and does not appear to follow any identifiable pattern. Instead, it is designed to meet the purposes and programs of the respective organizations. There may be a large number of committees, each with a specific program, or only a few committees, responsible for a wide range of programs.

Staff Organization

A full-time staff is necessary to effectively carry out the downtown organization's policies and programs. The specific duties and responsibilities of the staff depend on the nature of the programs. Similarly, the background and training of the staff are dependent on the programs but, at the same time, influence the direction and emphasis of the programs. An organization with its own professional planning staff takes a more active role in downtown's planning program and may initiate planning studies and proposals themselves. The staff is called upon by the organization to evaluate proposals, make recommendations, coordinate its programs with other agencies, and seek public support of programs.

The executive director, in some organizations entitled executive vice president or managing director, is appointed by the Board of Directors. The staff, in turn, is appointed by the executive director subject to budget and personnel policies. Approval of staff appointments may be required by the Board of Directors. Since the executive director is responsible for carrying out the programs within the Board's policy direction, he should be given the latitude to appoint the staff best suited to fulfill his requirements for meeting the organization's goals.

Staffs range from two to seven employees, with a mean of three. Size depends on the organization's programs and does not appear to be governed by size of membership or metropolitan area. Several organizations operate with a minimum of an executive director and one or more secretaries. Some organizations have larger than average staffs, including such positions as promotion director, special projects coordinator,

and public affairs director. The size of each staff, the number of professional planners, and the use of part-time help are identified in Appendix I, Table 9.

Central Atlanta Progress, Inc. is directed by an administrator and he has organized his staff with a professionally trained planner and an urban designer. The organization has a secretarial staff of two and also employs part-time help, usually design or planning oriented students.²⁸

The staff of the Downtown Brooklyn Development Committee, Inc. includes an executive director, assistant director, and secretary. The assistant director is a professional planner. The San Diegans, Inc. staff includes a professional planner as the executive vice president and a secretary. Similarly, the Market Street Development Project in San Francisco has a staff of two persons, including a planner.

The four organizations staffed with planners do not include retail promotion as part of their programs. Three of the four identify planning and development as the main emphasis. The fourth, San Diegans, Inc. indicates communication and political action based on a sound planning program as the main emphasis, followed closely by planning and development.

Still other organizations stress planning and development in their programs but rely entirely on local government agencies and consultants for the planning. The best staff approach is based on local circumstances, utilizing available manpower and financial resources for creating the best method of fulfilling the organization's responsibilities in meeting its goals and objectives.

CHAPTER III

ACTIVITIES OF DOWNTOWN ORGANIZATIONS

Downtown organizations have been created in response to a need for solving downtown problems and to organize competing business interests in working toward the common objective of building a stronger, more viable downtown. This chapter discusses the functions of downtown organizations and how they are financed.

Functions

Functions vary with each organization and its programs. Most of the organizations have indicated a shift away from a program which was originally retail promotion-oriented, although some are still performing a retail promotion function to a limited degree. A few programs are basic to most downtown organizations.

Inter-organizational relationships between public and private agencies are considered essential to successful cooperative and coordinated efforts of downtown revitalization activities.

The functions justify the support of the business community and the organizations' budget. The organizations' success is generally evaluated in terms of increased activity, projects, and investment in downtown.

Programs

The majority of the organizations, twenty of twenty-seven, identify

planning and development as their main emphasis. Public relations, communications, and lobbying are also important and basic to most downtown organizations. Size of metropolitan area has little bearing on the emphasis of downtown programs. All of the organizations are working to solve the same basic problems.

The importance of the twenty-seven organizations' programs is ranked in order of emphasis in Table 4. See Appendix I, Table 10 for the primary emphasis as suggested by each organization.

Table 4. Programs Ranked in Order of Emphasis

Program Emphasis	Rank
Planning and Development	1
Public Relations and Communications	2
Lobbying/Contact for Legislative Activity	3
Retail Promotion	4
Other	5

Source: Thesis Survey of Organizations

Planning and Development. Planning and development are generally described in terms of the preparation of a physical development plan for downtown and its implementation.

Participation of the downtown organizations in the plan formulation may take the form of (1) hiring a professional consultant and financing 100 percent of the plan, (2) working jointly with local agencies and participating in financing the plan, (3) a combination of both whereby the organization participates jointly in financing the plan's formulation

and also sponsors special studies on its own, or (4) may even take the form of creating a separate planning organization with a professional staff to develop the plan. In all cases, the organization involves the business leadership in the planning process and represents the business community's input which is important in formulating a workable plan and plan implementation.

The majority of organizations with an emphasis on planning and development are working jointly with local agencies and helping to underwrite the downtown plan. Some have financed the complete downtown plan, hiring their own consultants.

Boston's Committee for the Central Business District, Inc. hired a consultant to provide professional guidance and was assigned a planner from the city's renewal agency for the preparation of the downtown plan, forming part of a federally assisted urban renewal project.²⁹ Miami's Downtown Development Authority is a public body empowered to finance the downtown development plan and its program has changed more in the direction of development.³⁰

The Downtown-Lower Manhattan Association, Inc., while working jointly with local agencies, in the past hired its own consultants and made specific proposals and recommendations for City action on major improvements, land use, transportation, and traffic. Both long-term and short-range proposals have been made based on its own studies and review of plans affecting Lower Manhattan. These proposals include improvements in rapid transit, parking, pedestrian traffic, air and water transport, and land use.³¹

Baltimore's Committee for Downtown, Inc. formed a partnership with

Greater Baltimore Committee to finance the downtown plan. In turn, a Planning Council was created as a private, non-profit professional planning organization to create the plan. The Charles Center Plan was the Council's initial proposal. The Planning Council has since been dissolved and the downtown planning program is being carried out by the local planning agency.³²

In Los Angeles, the Central City Association created Central City Planning, Inc. as a separate organization to do the detailed planning.³³ In the fall of 1969, the Mayor of Los Angeles recognized the importance of the planning program and pledged the City's cooperation. This program is financed jointly by the City and the business community. The organization hired a project director and a consulting firm. The City's planning department works with the organization's staff.³⁴

The planning and development program involves an educational process of the business leadership. It is important for this leadership to understand the value of the planning process. With a strong planning base, the business community working through the organization, can identify projects on a priority basis, stage the development program, and focus its efforts on implementation, maintaining the integrity of the downtown plan.³⁵

Implementation is an important stage of the program and is development oriented. Within the framework of the downtown plan, the organizations become project oriented, working to attract developers and investors and encourage their participation in development activities. With identified market potential, the organization can seek the most desirable type of development.

Development priorities must be timed and coordinated in a logical sequence, especially with necessary public improvements. While the principal role belongs to private enterprise, public decisions on the character, location, and timing of public improvements play a key role in guiding individual development decisions. Therefore, coordination is a very important element in the implementation process.

The organizations are also sensitive to the expansion and other needs of individual downtown establishments. They work with the business community and local government to assist developers in solving any special problems, such as public support and financing, in their development efforts.

Public Relations and Communications. Ranked number two is public relations and communications which are important elements of downtown programs and are a continuous process. The need for communication between the public and private sectors has formed a basis for creating the downtown organization. Some organizations place their primary emphasis in this area, working with local agencies responsible for the planning.

The role of the Old Philadelphia Development Corporation is to serve as a catalyst for development and was created to establish a communication link between the private and public sectors and to work in partnership with the City of Philadelphia to develop the center city.³⁶

Other organizations emphasizing public relations and communications include Central Charlotte Association, Detroit's Central Business District Association, and Downtown Association of San Francisco.

Lobbying. Lobbying activities are related to communications and counseling of business and political decision-makers in the downtown

planning process.

Organizations communicate directly with top government officials and community leaders. By virtue of their membership, the power of persuasion is an effective means of influencing public policy and decisions, especially as it affects downtown.

This influencing of public policy to assist and encourage private development is very important and is a function performed by almost all organizations. The Downtown Improvement Association of Honolulu and the Downtown Association of San Francisco identify lobbying in these terms as their main emphasis.

The Downtown Association of San Francisco has focused its attention on the working relationship with local governmental agencies and on counseling city government on the needs of the business community.³⁷

Retail Promotion. In most cities, a retail merchants association provides the retail promotional efforts. However, some downtown organizations perform a series of activities that include retail promotion as a minor program.

Retail promotion activities include organizing special events, establishing uniform store hours and decorations, subsidizing free bus rides in connection with events, and sponsoring special parking rates all of which are designed to attract shoppers to the downtown area.

Inter-Organizational Relationships

Both the private and public sectors have significant roles to play and their effectiveness will govern the programs' results. Cooperative efforts of the numerous organizations, both private and public, concerned with downtown's future are essential to successful downtown planning and

development programs.

Independent, uncoordinated action by business or government cannot solve the larger and more critical problems facing downtown. Competition between organizations can only hinder, if not destroy, effective programs. Joint leadership, planning, and action are necessary. A close working relationship is important, both at the technical and policy levels and can avoid overlapping and duplicated efforts.³⁸

The coordination of the discrete private decisions that lead to implementation is essential. Downtown organizations have the opportunity and responsibility to coordinate the decisions and actions of private individual developers, traditionally independent and uncommunicative.

Downtown programs require the support of the chamber of commerce, retail merchants association, board of realtors, building owners and managers association, and other private groups concerned with downtown. The support from public agencies is equally important. The successful programs will also require political support and municipal appropriations for public improvements in support of private redevelopment activities.

All of the downtown organizations report a close coordination and liaison relationship with other organizations and agencies. In some cases, similar functions are being performed in other areas of the city and organizations, such as the chambers of commerce, are performing a broad more generalized function which includes support for downtown activities.

Chicago's Central Area Committee has a special committee working with a staff of the city's planning department.

The Downtown Development Authority in Miami works closely with private developers and with local planning and governmental agencies.

Boston's Committee for the Central Business District, Inc. has entered into a memorandum of understanding with the City and the Redevelopment Authority pledging the cooperation and exchange of information of all parties in the development, execution, and implementation of the downtown urban renewal plan.³⁹

The Old Philadelphia Development Corporation has (1) entered into a formal consultant contract with Philadelphia's redevelopment agency, (2) has informal contracts with city government agencies, (3) has overlapping memberships in public and private planning and economic development agencies, and (4) has created a channel of communication and coordination.⁴⁰

Finance

Downtown planning and development organizations are supported almost entirely from private contributions and subscriptions, either on a voluntary or assessment basis. The only exception is Miami's Downtown Development Authority which is financed by a special ad valorem tax.

Expenditures for work programs, consulting fees, staffing requirements, office expenses, and administration require a substantial operating budget. Annual budgets range from under \$50,000 to \$200,000. Budgets depend on the range of programs, participation, and staffing requirements.

Revenues

The main sources of revenues are received from (1) general assessments based on a regular schedule or informal basis, (2) special assess-

ments for individual projects, and (3) a special tax. Some organizations use a combination of methods and others have one single source. The budget and source of revenue for each organization are identified in Appendix I, Table 11.

General Assessments. The general assessment may take the form of (1) an informal voluntary contribution, (2) regularly scheduled membership dues, or (3) an assessment based on number of employees, annual sales volume, total assets, or property valuation.

(1) Voluntary contributions. Six organizations receive their total financial support from voluntary contributions. Individual contributions are suggested based on the size and ability to pay of each member and received annually. Responses to this thesis survey revealed that contributions range as high as \$40,000.

(2) Membership dues. Seventeen organizations receive their support from membership dues. The annual membership dues schedule is set by various methods. The Downtown-Lower Manhattan Association, Inc. bases its dues on a scale related to number of employees.

Dues may also be set by a Membership Committee or Board of Directors. Central Atlanta Progress, Inc., for example, has no formal scale and receives its financial support from annual memberships ranging from \$25 to \$5,000, determined by the Membership Committee and prorated among members according to budget needs.⁴¹ Dues of the Downtown Denver Improvement Association are set by the Board of Directors.

(3) Assessment. Another form of assessment is based on number of employees, annual sales volume, total assets, or property valuation.

Baltimore's Committee for Downtown, Inc. has established three

basic formulas. The minimum annual subscription is \$50 and each member is asked to select one of the following formulas most appropriate to his subscription⁴²:

(a) Property owners: 1/10 of 1% of total downtown property assessment.

(b) Financial institutions: 1/10 of 1% of total downtown property assessment; or \$3.25 for each \$1,000 of total assets, whichever is larger.

(c) Non profit owners: annual sales volume with an annual subscription rate ranging from \$50.00 to \$4,000 (see Appendix II). Owner operated establishments pay either the annual volume basis or the downtown property assessment basis.

The Central City Association of Los Angeles bases its dues either on assessed property value⁴³:

1st \$100,000 of assessed value:	\$.90/\$1,000
2nd \$100,000 of assessed value:	\$.60/\$1,000
over \$200,000 of assessed value:	\$.30/\$1,000

or on the number of employees: \$100 plus \$1.00 per employee working in the central city.

The Springfield Central Area Development Association bases its dues on assessed property valuation, number of employees, or on gross annual retail sales.⁴⁴ See Appendix II for the formula of gross annual retail sales.

Special Assessments. A special assessment is occasionally levied to finance a specific project, such as beautification. Downtown Tulsa Unlimited, Inc. is the only organization to levy special assessments on a regular basis. These assessments generally are earmarked for retail

promotional efforts, such as Christmas parades and decorations.

Several organizations levy special assessments to finance a special planning or economic study, a promotional campaign, or a contingency reserve for an unbudgeted item.

Special Tax. Miami's Downtown Development Authority is financed by a special one-half mill assessment on real and personal property within the Authority's boundaries. This is a form of special tax district. The Florida Enabling Legislation authorized the governing authority to levy this ad valorem tax in addition to the regular ad valorem taxes and special assessments for improvements imposed by the governing body (see Appendix III, Section 11).

Other states, such as California (Parking and Business Improvement Act of 1965), Pennsylvania (Business Improvement District Act), and Tennessee (Central Business District Improvement Act of 1971) have legislation enabling cities to create a parking and business improvement district and levy a special assessment within the district to finance improvements. Minnesota law (Chapter 431, Land for Streets and Parks) enables the creation of pedestrian mall ordinances with assessments against benefiting properties for both construction and maintenance.

Expenditures

Total expenditures for each organization are indicated by its annual budget in Appendix I, Table 11.

The executive director of the Downtown-Lower Manhattan Association Inc. surveyed several organizations in 1970 and found that the largest portion of the budget is allocated to administration and office expenditures, followed almost on an equal basis by both planning and development

and promotion and advertising.⁴⁵ However, administration and other functions are closely related and it is difficult to completely separate administrative costs from other functions.

Similarly, for purposes of this thesis, the organizations were asked to estimate a break down of their budget by functions. Not all of the replies were complete and a meaningful comparison is not possible. However, the complete responses did appear to follow a pattern similar to the Downtown-Lower Manhattan Association survey. The largest share of the budget is allocated to administration, salaries, rent, and general office expenses. See Appendix I, Table 12 for the budget allocations as suggested by each organization.

CHAPTER IV

CASE STUDIES

Four case studies were chosen to examine the downtown planning and development programs in more detail. These case studies represent a cross section in the size of the organizations and of the metropolitan areas. More importantly, each differs in its organizational structure or in its participation in downtown activities. While many functions are common to downtown organizations, these case studies are examined on a basis of how they differ.

This chapter reviews the activities of (1) Total Development Committee, Greenville, South Carolina; (2) Central Atlanta Progress, Inc., Atlanta, Georgia; (3) Downtown St. Louis, Inc., St. Louis, Missouri; and (4) Downtown Development Authority, Miami, Florida.

Total Development Committee, Greenville, South Carolina

The Total Development Committee, Greenville, South Carolina is unique in that it is the only organization studied that functions with the Chamber of Commerce. The typical downtown organization usually finds it necessary to divorce itself from the chamber because of competing and conflicting interests with suburban business activities. However, with the strong support of the business community, the Greenville Chamber has successfully promoted the importance of downtown and Total Development is accepted as one of the Chamber's community programs.

Total Development is a misnomer for a downtown program. However, the organization and name were originally structured after another city's program and the name is now identified with downtown Greenville.

Greenville's business leaders, in response to a void created by the City's lack of manpower and financial resources to study downtown's problems, organized the Total Development Committee in 1966, created a trust fund, and solicited private contributions to finance the development of the downtown plan. At the same time, the City of Greenville sponsored a detailed downtown parking and traffic study. The work of three consultants was coordinated into one Downtown Plan and Program.⁴⁶

The Total Development Committee is small in comparison to other downtown organizations. However, this is but one function of the Chamber of Commerce which has a broad-based community membership. The Total Development Committee consists of 36 business and financial leaders.

The Committee functions within the policy of the Chamber's Board of Directors. However, the Total Development Steering Committee, organized similar to an Executive Committee, is given considerable freedom to function as it deems necessary. The Steering Committee consists of 20 key business leaders representative of its Chamber's Board of Directors.

The financial institutions represent the largest economic interest category of the Total Development Committee membership and retailers, the smallest.

Total Development's committee structure is organized with three standing committees: (1) Steering, (2) Main Street Improvements, and (3) Special Projects. The Steering Committee guides the policy and the work program. The Main Street Committee was organized to develop and implement a

beautification project for downtown's Main Street. The Special Projects Committee was created to interest developers and investors in Downtown Greenville and to assist developers with any local problems.

An ad hoc Design Committee was organized to promote interest in coordinating design elements, such as street furniture and signs. This committee is currently reviewing zoning provisions in terms of promoting better design and open spaces as recommended in the Downtown Plan.

The staff consists of a planner and a secretary. Other Chamber staff capabilities, such as public relations and bookkeeping, are utilized. The staff participates with local agencies in initiating and evaluating downtown planning proposals, such as street improvements and design concepts and works with the organization's committees, providing the staff support.

The programs have been planning and development oriented. Both the business community and local government participated in the plan preparation and the goals and objectives for downtown were mutually agreed upon by both private and public sectors. Upon completion of the plan, the emphasis has shifted to implementation. Inherent with implementation are other programs of communication, public relations, and lobbying. The work of the Total Development Committee is coordinated with local private and public agencies and proposals in the downtown plan are continually evaluated in terms of specific public and private improvements.⁴⁷

The Total Development Committee has established a very close working relationship with local government. Both the City and County governments and planning agencies are represented as ex-officio members of the Steering Committee and members of the Steering Committee are well repre-

sented on numerous public and private agencies. The Steering Committee played an active role, representing the business community, in working with the City and its renewal agency in selecting the site for a downtown urban renewal project. This relationship has continued through project execution and soliciting prospective developers.

Substantial investment is being made in Downtown Greenville and key private and public investments have been guided closely by the Downtown Plan. The authors of the Plan, Marcou, O'Leary, and Associates, are presently under contract to update the Plan and evaluate the Total Development program.

Greenville is an example of a smaller metropolitan area where the business community functions within the Chamber of Commerce to operate its downtown program. The program continues to function effectively within the Chamber organization and because of the strong business community support, it is doubtful that an independent organization could function as effectively.

Central Atlanta Progress, Inc., Atlanta, Georgia

Atlanta is going to continue to grow and the need to guide development of central area activities is considered most important. Central Atlanta Progress, Inc., Atlanta, Georgia, is an independent non-profit corporation created in 1967 by a merger of the Uptown and Central Atlanta Associations. Both of these organizations were primarily concerned with encouraging sound development through cooperative action by the business community. The programs have varied appreciably since the merger from promotion to the current emphasis on planning and implementation.⁴⁸

Planning and development, including implementation, is the primary focus of the organization. Communication with business and political decision-makers is an important and continuous program. Promotion is viewed as a by-product of good planning.⁴⁹

Central Atlanta Progress, Inc. coordinates the work of private developers, and representing the business community, coordinates its program with local, state, and federal agencies in developing and evaluating specific planning proposals affecting central Atlanta. Working with local and federal agencies, it sponsored a shuttle bus experiment between large fringe parking areas and downtown. It has sponsored and financed special studies such as a central area transportation corridor study.

A public-private planning team was created by Atlanta's business and government leaders. Central Atlanta Progress, Inc. pooled financial and manpower resources with the City's planning department. Specific responsibilities were defined through a memorandum of agreement. This planning team, with assistance of consultants, developed the Central Atlanta action plan, consisting of both short and long-range goals and focusing on three major work elements: (1) transportation, (2) economics and land use, and (3) urban design. The study was funded by Central Atlanta Progress, the City of Atlanta, and the U. S. Department of Transportation.⁵⁰

The Central Atlanta study is viewed as a long-range planning program, with concepts for development and methods for coordinating development activity. Project priorities were identified. A financial plan was adopted for implementing the improvement program.⁵¹

A task force approach has been adopted to assist in carrying out study proposals and goals for the central area. The task forces include (1) Central Area Study Implementation, (2) Public Security, (3) Housing, (4) Public Education, (5) Economic Development, (6) Urban Design, (7) Downtown Environment, (8) Rapid Transit Impact, and (9) Triangle Planning. The task forces are designed to encourage, support, sponsor, and monitor projects within the Central Atlanta area and its study framework.⁵²

Since adoption of the Central Atlanta study, Central Atlanta Progress, Inc. has altered its focus from planning to become more project development oriented. One of the organization's goals has been to maximize close-in housing and balance current low and middle income housing with major components of middle and upper income housing. The organization created an affiliate corporation, Park Central Community, Inc., to prepare a bid on urban renewal land as a major step in development of a wide range of housing in the central area. This new corporation, with local stockholders, was the successful bidder on 78 acres of land and will develop a residential community of 2,500 to 3,500 units in central Atlanta.⁵³

The "Urban Walls Atlanta" program has been funded through a grant from the National Endowment for the Arts and local funds. This program has created murals on outdoor facades and proposes to demonstrate the significance of the visual arts on the quality of life in the urban environment.⁵⁴

Central Atlanta Progress, Inc. continues to be project oriented as part of its on-going planning and development program. The public-private planning team approach created for the Central Atlanta study has several

advantages⁵⁵:

- (1) Avoids duplication of effort;
- (2) Actively involves both the City of Atlanta and the business community represented by Central Atlanta Progress;
- (3) Synchronizes public and private improvements on a continuous basis; and
- (4) Creates new and important channels of communication between the private and public sectors.

Downtown St. Louis, Inc., St. Louis, Missouri

Downtown St. Louis, Inc., St. Louis, Missouri emphasizes a planning and development role along with communication and coordination with other agencies. Originally, promotion was the main activity. The organization has no professional planning staff and relies on local agencies and consultants for professional expertise.

The organization works closely with the City's planning staff and land clearance authority in developing a planning and development strategy for downtown. It has worked with the planning staff in updating the downtown plan, representing the business community's input relative to the community goals and the agreed methods for achieving them. The organization represents the business community's thinking in helping to define new areas within downtown for renewal consideration.⁵⁶

Downtown St. Louis, Inc. functions with both standing and ad hoc committees. The standing committees include (1) Planning, (2) Traffic and Parking, (3) Security, (4) Promotion, and (5) Appearance. Ad hoc committees are created for special planning projects.

The organization has no legal powers. However, it has studied the creation of a private redevelopment corporation, under Missouri's Urban Redevelopment Corporations Law to undertake development within renewal projects. The law makes available to the organization a unique approach to implementing redevelopment projects.⁵⁷

Under provisions of this law, a private corporation may be created to acquire, build, maintain, and operate a redevelopment project for an area declared blighted by the City's legislative authority. The project must proceed in accordance with a plan approved by the City's planning commission and governing body. When declared to be in the public interest, the legislative authority may grant a certificate of public convenience and necessity and empower the corporation to acquire property under eminent domain (see Appendix III for the Urban Redevelopment Corporations Law).

Such a private use of renewal can supplement federal community development funds in situations where City or federal monies are not sufficient. For example, the City's community development agency may consider a downtown project as a lower priority than other areas in its community development program. Community development funds can be channeled into other projects and with use of the Urban Redevelopment Corporations Law, expand the total development program.

The City of St. Louis has made substantial use of this law in redeveloping several areas having a major impact on downtown. This approach involves no federal funds and virtually no City funds. The City's limited financial resources have limited its participation in major renewal projects in the past.⁵⁸ Use of the law has enabled the City to participate in a much larger renewal program than would otherwise have been possible.

Downtown St. Louis, Inc. has encouraged private renewal through the use of the Urban Redevelopment Corporations Law.⁵⁹

Downtown Development Authority, Miami, Florida

The Downtown Development Authority, Miami, Florida is a legally constituted Authority empowered under Florida Enabling Legislation, to plan and redevelop property within a specifically defined area, as previously described in Chapter II, Powers. The affairs of the Authority are controlled by a seven member Board of Directors. Miami's Mayor is the Chairman of the Board. The remaining six members of the Board are appointed upon recommendation of the Mayor and approval of Miami's governing body (see Appendix III, State of Florida Enabling Legislation).

The impetus behind this approach was the inability of local groups and agencies to solve downtown problems. Downtown Miami had seen little new construction and had declined in importance relative to the metropolitan region. The City of Miami and its business leaders worked to encourage and support adoption of the state enabling legislation for the Downtown Development Authority.⁶⁰

All property owners within the Authority's district who directly benefit from improvements, finance the Authority's operation and programs. A special ad valorem tax assessment is set by Miami's governing body. The maximum assessment limit is set by the enabling legislation.

The full-time staff is average in size with three employees. The planning and development program is coordinated with local planning and community development agencies. However, because the City's resources were limited, the Authority has relied almost entirely on consultants for its planning assistance.⁶¹

The Authority is active in directing and actually controlling downtown redevelopment in conformance with the official development plan. Its role can be compared with the role of the traditional renewal or community development agency, but without the level of federal participation. The Authority is granted the power to use eminent domain under Florida statutes. While it does not enjoy the federal participation for funding land acquisition, the City's community development funds can be used for eligible project areas in downtown.⁶²

The Authority grants approval for individual development proposals before the City will issue a building permit. It thus plays a very direct role working with individual developers, sometimes negotiating agreements for providing additional landscaping and open space provisions.⁶³

Involvement with individual projects had emphasized a need for a study on urban design principles to provide continuity between individual projects. The Authority has financed development of the Downtown Plan, including an urban design study with emphasis on zoning regulations to encourage implementation of urban design objectives, a government center plan, and detailed transportation plan. It has financed public beautification treatment proposals and has participated with local authorities in financing implementation.⁶⁴

The Authority actively solicits developers and markets the potential of downtown. Several billions of dollars have been invested in public and private development in Downtown Miami.⁶⁵

Miami's Downtown Development Authority is a unique example of a quasi-public agency functioning as the downtown organization. The make up

of its Board of Directors involves both the public and private sectors. It works with business and retail associations and has the legal authority to take action to implement provisions of the downtown plan including the acquisition and disposition of real property, defining development standards, and other actions necessary to meet plan objectives.

The legal authority to implement the downtown plan gives the Downtown Development Authority a distinct advantage over the traditional private downtown organizations having only the power of persuasion. The Downtown Development Authority approach has proved successful in Miami.⁶⁶

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The leaders of the business community have recognized the importance of their participation in downtown redevelopment activities. With the continuing decline of many downtown activities and the need for encouraging and coordinating private and public investments in downtown being so important, the concern of the business community has resulted in the formation of downtown organizations. These organizations serve as representatives of the business community in coordinating private decisions and activities with public policies. Both the public and private sectors have significant roles in downtown revitalization and their actions need coordination with public policy.

This chapter discusses the major conclusions drawn from this thesis survey and the recommendations for the structure and activities of downtown organizations.

Conclusions

This survey and study of downtown planning and development organizations in metropolitan areas have drawn the following major conclusions:

(1) Downtown organizations are generally private, independent, and incorporated as non-profit corporations. They must rely on support of competing business interests and must be able to act as an impartial judge in seeking solutions acceptable to its participating members.⁶⁷

Florida is the only state known to have enabling legislation for the creation of a Downtown Development Authority with legal powers for implementation, including the power of eminent domain. The Downtown Development Authority in Miami has proved more successful in playing a more direct role in plan implementation than earlier attempts by private organizations with volunteer leadership.⁶⁸

(2) There are no standard criteria used to define the jurisdictions of the organizations. Rather, jurisdictions vary with each organization and are generally described in terms of areas directly affecting the locally accepted definition of the downtown core and the fringe areas.

(3) Key business leaders and executives are considered the most important individuals to attract for membership in private organizations. Over the past decade, a shift in membership has taken place from the traditional retailer-dominated organization to a greater representation from property owners and financial institutions.

(4) In the case of the private organization, the Board of Directors, and the Executive Committee representing the total membership, generally establish the policy and govern activities.

(5) Staffs are small with a minimum of an executive director with secretarial and accounting help. Several organizations employ professional planners on their staffs. The size, background, and training of the staff are influenced by the organization's role and activities and by the available resources of local agencies.

(6) In public and private organizations, the committee structure is used to carry out the organizations' programs and responsibilities.

This structure basically takes the form of permanent, standing committees and special "ad hoc" committees appointed for specific projects. In private organizations, the committee structure helps to involve the membership in planning and development activities.

(7) The organizations identify planning and development as the primary focus of their programs. Public relations, communication, and lobbying are also considered important and basic to most downtown organizations.

(8) Financial support is received from private contributions and subscriptions, on a voluntary or assessment basis. The exception is the Downtown Development Authority, under Florida statutes, which is financed by an ad valorem tax assessment but can receive private contributions.

Recommendations

Based upon this study of downtown planning and development organizations and its conclusions, the following recommendations are suggested for the structure and activities of downtown organizations:

(1) The Florida Enabling Legislation is suggested as a model for creation of a Downtown Development Authority with specific legal powers to plan and implement the downtown development program. Missouri's Urban Redevelopment Corporations' Law is an example of an implementation tool for private organizations and also merits consideration for legislative action in other states.

(2) In the absence of enabling legislation for creating an official body with legal powers, the private organization should be incorporated as a non-profit corporation. In the small metropolitan areas, the

chamber of commerce is often used as a mechanism for launching the downtown program and in some cases may be able to concentrate part of its program on downtown. However, because of competing and conflicting interests, the organization should be independent although membership and leadership may overlap with the chamber and other community organizations.

(3) The jurisdiction of the organization should consider programs of other activities and studies, such as a community renewal plan, using census tracts, traffic zones of a transportation study, or other sub-planning areas. The use of common boundaries can permit the use of comparable data from various studies.

(4) The key executives of the business community are the basic membership ingredients to the private organization. Representatives of businessmen, property owners, financial institutions, professional persons, and realtors are likely to achieve a realistic and successful program, particularly if it represents the "power structure" of the community. These groups offer a wealth of resources in knowledge, representation, financial ability, authority, and imagination.⁶⁹

(5) The Board of Directors should set policy and govern the activities of the organization.

(6) The basic committee structure of the private organization should include executive, finance, and membership. Beyond this, the committee structure should be tailored to individual projects to meet the organization's goals and objectives.

(7) A full-time staff is necessary to carry out the organization's policies and programs. The number of professionals, including their training and responsibilities will depend on the nature of the activities

and the available resources of local agencies. An executive director with secretarial and accounting help is basic to carrying out the day-to-day activities. Local agencies and consultants may provide the necessary planning and development expertise. The organization may take a more active role in planning studies and plan preparation with its own professional planning staff, channeling the business community's input in the planning process. The director is responsible for carrying out the programs and he should be given the latitude to employ the staff best suited to utilize local resources and fulfill the organization's responsibilities.

(8) The programs should be planning and project development oriented; have a strong planning base; and focus on implementation of public and private planning proposals.⁷⁰ The programs should also encourage direct involvement of the membership, through an active solicitation program of prospective developers and creation of development corporations to implement specific projects, while working with local merchants and businessmen and directing attention to solving their problems.⁷¹ From the results of this thesis survey, it appears that the more successful downtown organizations are those that have active participation of their membership in actual project implementation and those that have legal powers through creation of a type of special improvements district or other implementation tool available to them. The programs should seek to develop a viable central city community with a full complement of land uses and services. The organization should create a planning team with local agencies represented to avoid duplication of effort, involve public and private sectors, and synchronize public and private investments.

(9) Several alternatives have been discussed for soliciting contributions for financing the private corporation. The methods used by the organization must be acceptable to its members in terms of justifying support for its activities.

While many functions are common to downtown organizations, each is unique to some degree in designing its activities to respond to local problems. The organization should use the knowledge and experience of its membership to develop innovative methods of implementing development proposals within the framework of public policy and the downtown plan.

Individual public agencies and private organizations, acting independently, have been unable to solve downtown's problems. The joint effort of both the private and public sectors is essential to focus all available resources on downtown revitalization.

The downtown planning and development organization must be flexible and able to react to changing functions and special problems.⁷³ The organization must bring together the common objectives of the business community and, working with local public agencies, help to coordinate downtown revitalization activities.

APPENDIX I

TABLES

Table 5. Downtown Planning and Development Organizations

Organization	Date Created	Legal Basis	Outgrowth of Another Organization?
<u>Group I</u>			
Central Charlotte Association Charlotte, North Carolina	1959	Incorporated; non-profit	No
Greater Flint Downtown Corp. Flint, Michigan	1956	Incorporated; 6 non-profit orgs.	Not directly; Downtown Trade Assoc. was section of Chamber of Commerce
Galveston Central Area, Inc. Galveston, Texas	1967	Incorporated; non-profit	No
Total Development Committee Greenville, South Carolina	1966	Incorporated; non-profit	No; a function and program of Chamber of Commerce
Springfield Central Area Dev. Assoc., Springfield, Illinois	1961	Incorporated; non-profit	No
Downtown Tacoma Association Tacoma, Washington	1969	Incorporated; non-profit	Merger of two organizations
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	1956	Incorporated; non-profit	Yes, Retail Trade Board
Downtown Wilmington, Inc. Wilmington, Delaware	1968	Incorporated; non-profit	No
<u>Group II</u>			
Central Atlanta Progress, Inc. Atlanta, Georgia	1967	Incorporated; non-profit	Merger of two downtown organiza- tions

Table 5. Continued

Organization	Date Created	Legal Basis	Outgrowth of Another Organization ?
<u>Group II (continued)</u>			
Downtown Denver Improvement Assoc., Denver, Colorado	1956	Incorporated; non-profit	Upon recommendation of Urban Land Institute Study
Downtown Improvement Assoc. of Honolulu, Hawaii	1958	Incorporated; non-profit	No
Downtown, Inc. Kansas City, Missouri	1966	Incorporated; non-profit	Merger of two organizations
Downtown Development Authority Miami, Florida	1965	State Enabling Legislation; City Ord.	No, promotion by city and business community
Downtown Association of Milwaukee, Wisconsin	1936	Incorporated; non-profit	No
Downtown Council of Minneapolis, Minnesota	1955	Incorporated; non-profit	Yes, Chamber of Commerce
San Diegans, Inc. San Diego, California	1959	Incorporated; non-profit	No
Market Street Development Project San Francisco, California	1963	Incorporated; non-profit	No
Downtown Association of San Francisco, California	1907	Incorporated; non-profit	No

Table 5. Continued

Organization	Date Created	Legal Basis	Outgrowth of Another Organization ?
<u>Group III</u>			
Committee for Downtown, Inc. Baltimore, Maryland	1954	Incorporated; non-profit	Yes, Retail Merchants Association
Committee for the Central Business District, Inc., Boston, Mass.	1962	Incorporated; non-profit	No
Downtown Brooklyn Development Committee, Inc., Brooklyn, N. Y.	1968	Incorporated; non-profit	Yes, Downtown Association
Chicago Central Area Committee Chicago, Illinois	1956	Incorporated; non-profit	No
Central Business District Assoc., Detroit, Michigan	1922	Incorporated; non-profit	No
Central City Association Los Angeles, California	1919	Incorporated; non-profit	No, a change in name only
Downtown-Lower Manhattan Assoc., New York City	1958	Incorporated; non-profit	Merger of two organizations
Old Philadelphia Development Corp., Philadelphia, Pa.	1956	Incorporated; non-profit	No
Downtown St. Louis, Inc. St. Louis, Missouri	1958	Incorporated; non-profit	No
Source: Thesis Survey of Organizations			

Table 6. Areas of Jurisdiction or Interest

Organization	Area of Jurisdiction or Interest	
	Definition	Size (sq miles)
<u>Group I</u>		
Central Charlotte Association Charlotte, North Carolina	General boundaries of downtown, defined by an expressway loop	7.8
Greater Flint Downtown Corp. Flint, Michigan	Specific boundaries defining the commercial core of downtown	No reply
Galveston Central Area, Inc. Galveston, Texas	General boundaries including downtown and immedi- ate fringe area	0.3
Total Development Committee Greenville, South Carolina	Downtown accepted locally as defined by a system of thoroughfares creating a loop around downtown	0.4
Springfield Central Area Dev. Assoc., Springfield, Illinois	Generally defined area of Central Business Dis- trict	0.4
Downtown Tacoma Association Tacoma, Washington	Specific boundaries defining the commercial core of downtown	No reply
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	Downtown as defined by inner expressway loop	No reply
Downtown Wilmington, Inc. Wilmington, Delaware	Generally defined commercial core of downtown	0.1
<u>Group II</u>		
Central Atlanta Progress, Inc. Atlanta, Georgia	Downtown and adjacent fringe area defined by a railroad belt	27

Table 6. Continued

Organization	Area of Jurisdiction or Interest	
	Definition	Size (sq miles)
<u>Group II (continued)</u>		
Downtown Denver Improvement Assoc., Denver, Colorado	General boundaries; generally downtown business dist. zone; sometimes community-wide matters	0.5
Downtown Improvement Assoc. of Honolulu, Hawaii	Specific boundaries defining commercial core of downtown	0.1
Downtown, Inc. Kansas City, Missouri	Downtown defined by freeway loop	145 sq blocks
Downtown Development Authority Miami, Florida	Downtown, specifically defined by metes and bounds	No reply
Downtown Association of Milwaukee, Wisconsin	Generally defined area of Central Business District	0.5
Downtown Council of Minneapolis, Minnesota	Downtown, defined by freeway loop	2.8
San Diegans, Inc. San Diego, California	Central city defined by freeway and waterfront	1.7
Market Street Development Project San Francisco, California	Specifically confined to downtown area of Market Street	3.0
Downtown Association of San Francisco, California	General boundaries; area considered to be financial retail strength of city	No reply

Table 6. Continued

Organization	Area of Jurisdiction or Interest	
	Definition	Size (sq miles)
<u>Group III</u>		
Committee for Downtown, Inc. Baltimore, Maryland	Central Business District, known as the "inner loop area"	0.7
Committee for the Central Business District, Inc., Boston, Mass.	Specific boundaries of CBD, defined by boundaries of an urban renewal project	0.4
Downtown Brooklyn Development Committee, Inc., Brooklyn, N. Y.	Specific street boundaries defining commercial core of downtown	0.7
Chicago Central Area Committee Chicago, Illinois	Specific boundaries defining commercial core of downtown	1.5
Central Business District Assoc., Detroit, Michigan	Central Business District as defined by census tracts	2.0
Central City Association Los Angeles, California	General boundaries defining the central city	10.0
Downtown-Lower Manhattan Assoc., New York City	Specific boundaries of downtown; top of Manhattan, river to river, south of Canal Street	Less than 1
Old Philadelphia Development Corp., Philadelphia, Pa.	Specific street boundaries, defining Central Business District	2.0
Downtown St. Louis, Inc. St. Louis, Missouri	General boundaries of CBD as defined by Planning Commission and peripheral areas of importance	6.0
Source: Thesis Survey of Organizations		

Table 7. Membership

Organization	Total Membership	Board of Directors	Executive Committee
<u>Group I</u>			
Central Charlotte Association Charlotte, North Carolina	185	38	7
Greater Flint Downtown Corp. Flint, Michigan	120	40	8
Galveston Central Area, Inc. Galveston, Texas	65	16	5
Total Development Committee Greenville, South Carolina	36	32	22
Springfield Central Area Dev. Assoc., Springfield, Illinois	300	25	6
Downtown Tacoma Association Tacoma, Washington	175	36	7
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	200	42	12
Downtown Wilmington, Inc. Wilmington, Delaware	19	18	7
<u>Group II</u>			
Central Atlanta Progress, Inc. Atlanta, Georgia	150	85	25
Downtown Denver Improvement Assoc., Denver, Colorado	200	36	12
Downtown Improvement Assoc. of Honolulu, Hawaii	200	47	11
Downtown, Inc. Kansas City, Missouri	175	70	6
Downtown Development Authority Miami, Florida	7	7	N/A

Table 7. Continued

Organization	Total Membership	Board of Directors	Executive Committee
<u>Group II (continued)</u>			
Downtown Association of Milwaukee, Wisconsin	375	40	11
Downtown Council of Minneapolis, Minnesota	150	24	11
San Diegans, Inc. San Diego, California	68	24	17
Market Street Dev. Project San Francisco, California	60	11	8
Downtown Association of San Francisco, California	750	36	11
<u>Group III</u>			
Committee for Downtown, Inc. Baltimore, Maryland	118	41	10
Committee for the Central Business District, Inc., Boston, Mass.	75	37	7
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	15	15	0
Chicago Central Area Committee Chicago, Illinois	100	18	0
Central Business District Assoc., Detroit, Michigan	250	35	11
Central City Association Los Angeles, California	400	77	21
Downtown-Lower Manhattan Assoc., New York City	200	63	15
Old Philadelphia Development Corp., Philadelphia, Pa.	75	75	25
Downtown St. Louis, Inc. St. Louis, Missouri	350	30	6

Source: Thesis Survey of Organizations

Table 8. Committee Structure

Organization	Permanent or Standing Committees	Ad Hoc or Special Committees
<u>Group I</u>		
Central Charlotte Association Charlotte, North Carolina	X	X
Greater Flint Downtown Corp. Flint, Michigan		X
Galveston Central Area, Inc. Galveston, Texas	X	X
Total Development Committee Greenville, South Carolina	X	X
Springfield Central Area Dev. Assoc., Springfield, Illinois	X	X
Downtown Tacoma Association Tacoma, Washington	X	
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	X	
Downtown Wilmington, Inc. Wilmington, Delaware		X
<u>Group II</u>		
Central Atlanta Progress, Inc. Atlanta, Georgia	X	X
Downtown Denver Improvement Assoc., Denver, Colorado	X	
Downtown Improvement Assoc. of Honolulu, Hawaii	X	X
Downtown, Inc. Kansas City, Missouri		X
Downtown Development Authority Miami, Florida	N/A	N/A

Table 8. Continued

Organization	Permanent or Standing Committees	Ad Hoc or Special Committee
<u>Group II (continued)</u>		
Downtown Association of Milwaukee, Wisconsin	X	X
Downtown Council of Minneapolis, Minnesota	X	X
San Diegans, Inc. San Diego, California	X	X
Market Street Development Project San Francisco, California	X	
Downtown Association of San Francisco, California	X	X
<u>Group III</u>		
Committee for Downtown, Inc. Baltimore, Maryland	No reply	No reply
Committee for the central Business District, Inc., Boston, Mass.	X	
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	X	
Chicago Central Area Committee Chicago, Illinois		X
Central Business District Assoc., Detroit, Michigan		X
Central City Association Los Angeles, California	X	
Downtown-Lower Manhattan Assoc., New York City	X	
Old Philadelphia Development Corp., Philadelphia, Pa.	X	
Downtown St. Louis, Inc. St. Louis, Missouri	X	X
Source: Thesis Survey of Organizations		

Table 9. Staff Organization

Organization	Full-time Staff		Part-time Help
	Total	Professional Planners	
<u>Group I</u>			
Central Charlotte Association Charlotte, North Carolina	4	0	Occasionally
Greater Flint Downtown Corp. Flint, Michigan	3	0	Occasionally
Galveston Central Area, Inc. Galveston, Texas	2	0	No reply
Total Development Committee Greenville, South Carolina	2	1	No; other staff of Chamber of Commerce
Springfield Central Area Development Assoc., Springfield, Illinois	3	0	Yes
Downtown Tacoma Association Tacoma, Washington	3	0	No reply
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	5	0	No
Downtown Wilmington, Inc. Wilmington, Delaware	2	0	No
<u>Group II</u>			
Central Atlanta Progress, Inc. Atlanta, Georgia	5	1 and 1 urban designer	Yes

Table 9. Continued

Organization	Full-time Staff		Part-time Help
	Total	Professional Planners	
<u>Group II (continued)</u>			
Downtown Denver Improvement Assoc., Denver, Colorado	3	0	No
Downtown Improvement Assoc. of Honolulu, Hawaii	4	0	Occasionally
Downtown, Inc. Kansas City, Missouri	2	0	Occasionally
Downtown Development Authority Miami, Florida	3	0	Yes
Downtown Association of Milwaukee, Wisconsin	4	0	No
Downtown Council of Minneapolis, Minnesota	4	0	No
San Diegans, Inc. San Diego, California	2	1	Occasionally
Market Street Development Project San Francisco, California	2	1	No
Downtown Association of San Francisco, California	2	0	Yes

Table 9. Continued

Organization	Full-time Staff		Part-time Help
	Total	Professional Planners	
<u>Group III</u>			
Committee for Downtown, Inc. Baltimore, Maryland	5	0	No
Committee for the Central Business District, Inc., Boston, Mass.	2	0	No
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	3	0	Yes
Chicago Central Area Committee Chicago, Illinois	2	0	Yes
Central Business District Assoc., Detroit, Michigan	7	0	Yes
Central City Association Los Angeles, California	7	0	No
Downtown-Lower Manhattan Assoc., New York City	3	0	Yes
Old Philadelphia Development Corp., Philadelphia, Pa.	4	0	Occasionally
Downtown St. Louis, Inc. St. Louis, Missouri	4	0	Yes
Source: Thesis Survey of Organizations			

Table 10. Program Emphasis

Organization	Main Thrust or Emphasis	
	First	Second
<u>Group I</u>		
Central Charlotte Association Charlotte, North Carolina	Communication	Retail Promotion
Greater Flint Downtown Corp. Flint, Michigan	Planning and Development	Public Relations
Galveston Central Area, Inc. Galveston, Texas	Planning and Development	Public Relations
Total Development Committee Greenville, South Carolina	Planning and Development	Communication
Springfield Central Area Dev. Assoc., Springfield, Illinois	Planning and Development	Public Relations
Downtown Tacoma Association Tacoma, Washington	Planning and Development	Retail Promotion
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	Planning and Development	Public Relations
Downtown Wilmington, Inc. Wilmington, Delaware	Planning and Development	Implementation
<u>Group II</u>		
Central Atlanta Progress, Inc. Atlanta, Georgia	Planning and Development	Public Relations
Downtown Denver Improvement Assoc., Denver, Colorado	Planning and Development	Public Relations
Downtown Improvement Assoc. of Honolulu, Hawaii	Lobbying	Planning and Development
Downtown, Inc. Kansas City, Missouri	Planning and Development	Retail Promotion
Downtown Development Authority Miami, Florida	Planning and Development	Communication

Table 10. Continued

Organization	Main Thrust or Emphasis	
	First	Second
<u>Group II (continued)</u>		
Downtown Association of Milwaukee, Wisconsin	Program includes long-range planning, development, public relations	
Downtown Council of Minneapolis, Minnesota	Planning and Development	Retail Promotion
San Diegans, Inc. San Diego, California	Communication	Planning and Development
Market Street Development Project San Francisco, California	Planning and Development	Public Relations
Downtown Association of San Francisco, California	Lobbying/Communication	Planning and Development
<u>Group III</u>		
Committee for Downtown, Inc. Baltimore, Maryland	Public Relations	Communication
Committee for the Central Business District, Inc., Boston, Mass.	Planning and Development	--
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	Planning and Development	--
Chicago Central Area Committee Chicago, Illinois	Planning and Development	Public Relations
Central Business District Assoc., Detroit, Michigan	Public Relations	Planning and Development
Central City Association Los Angeles, California	Planning and Development	--
Downtown-Lower Manhattan Assoc., New York City	Planning and Development	Lobbying/Communication
Old Philadelphia Development Corp., Philadelphia, Pa	Communication	Planning and Development
Downtown St. Louis, Inc. St. Louis, Missouri	Planning and Development	Communication
Source: Thesis Survey of Organizations		

Table 11. Budgets and Sources of Revenue

Organization	Annual Budget (000)	Sources of Revenue
<u>Group I</u>		
Central Charlotte Association Charlotte, North Carolina	50-100	Membership dues and contributions for special events
Greater Flint Downtown Corp. Flint, Michigan	50-100	Membership dues; seldom levy special assessments for projects
Galveston Central Area, Inc. Galveston, Texas	Under 50	Membership dues; seldom levy special assessments for projects
Total Development Committee Greenville, South Carolina	Under 50	Part of Chamber operating budget and dues; occasionally solicit special assessments to fund studies and projects
Springfield Central Area Dev. Assoc., Springfield, Illinois	50-100	Membership dues based on property value, retail sales or number of employees
Downtown Tacoma Association Tacoma, Washington	50-100	Membership dues
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	50-100	Membership dues; regular special assessments for projects
Downtown Wilmington, Inc. Wilmington, Delaware	Under 50	Contributions
<u>Group II</u>		
Central Atlanta Progress, Inc. Atlanta, Georgia	200+	Membership dues determined by Membership Committee

Table 11. Continued

Organization	Annual Budget (000)	Sources of Revenue
<u>Group II (continued)</u>		
Downtown Denver Improvement Assoc., Denver, Colorado	50-100	Membership dues determined by Board of Directors and separate sources from specific functions and projects
Downtown Improvement Assoc. of Honolulu, Hawaii	50-100	Membership dues set by Board of Directors; seldom levy special assessments
Downtown, Inc. Kansas City, Missouri	50-100	Membership dues; occasionally levy special assessments for projects
Downtown Development Authority Miami, Florida	200+	One-half mill assessment on real and personal property with Authority's boundaries
Downtown Association of Milwaukee, Wisconsin	50-100	Membership dues; seldom levy special assessments for projects
Downtown Council of Minneapolis, Minnesota	150-200	Membership dues; occasionally levy special assessments for projects
San Diegans, Inc. San Diego, California	50-100	Membership dues; seldom levy special assessments for projects
Market Street Development Project San Francisco, California	Under 50	Contributions
Downtown Association of San Francisco, California	50-100	Membership dues of \$60 per unit

Table 11. Continued

Organization	Annual Budget (000)	Sources of Revenue
<u>Group III</u>		
Committee for Downtown, Inc. Baltimore, Maryland	50-100	Assessment on assessed property value or annual volume of business
Committee for the Central Business District, Inc., Boston, Mass.	Under 50	Contributions
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	150-200	Contributions
Chicago Central Area Committee Chicago, Illinois	No reply	Contributions
Central Business District Assoc., Detroit, Michigan	150-200	Membership dues; occasionally levy special assessments for projects
Central City Association Los Angeles, California	100-150	Assessment, basically either on assessed property value or number of employees
Downtown-Lower Manhattan Assoc., New York City	150-200	Membership dues based on number of employees
Old Philadelphia Development Corp., Philadelphia, Pa.	100-150	Contributions; solicit voluntary contributions for special projects
Downtown St. Louis, Inc. St. Louis, Missouri	150-200	Membership dues

Source: Thesis Survey of Organizations

Table 12. Allocation of Budget

Organization	Percent Allocated to			
	Administration and Office Expense	Planning and Development	Promotion and Advertising	Other
<u>Group I</u>				
Central Charlotte Association Charlotte, North Carolina	99		1	
Greater Flint Downtown Corp. Flint, Michigan	60	10	20	10
Galveston Central Area, Inc. Galveston, Texas	75	25		
Total Development Committee Greenville, South Carolina	60	30	10	
Springfield Central Area Dev. Assoc., Springfield, Illinois	40	20	20	20
Downtown Tacoma Association Tacoma, Washington	45	15	25	15
Downtown Tulsa Unlimited, Inc. Tulsa, Oklahoma	30	30	30	10
Downtown Wilmington, Inc. Wilmington, Delaware	20	80		
<u>Group II</u>				
Central Atlanta Progress, Inc. Atlanta, Georgia	25	75		

Table 12. Continued

Organization	Percent Allocated to			
	Administration and Office Expense	Planning and Development	Promotion and Advertising	Other
<u>Group II (continued)</u>				
Downtown Denver Improvement Assoc., Denver, Colorado	75			25
Downtown Improvement Assoc. of Honolulu, Hawaii	89 for both		11	
Downtown, Inc. Kansas City, Missouri	40	5	50	5
Downtown Development Authority Miami, Florida	No reply			
Downtown Association of Milwaukee, Wisconsin	50	50 for all programs		
Downtown Council of Minneapolis, Minnesota	30	35	30	5
San Diegans, Inc. San Diego, California	No reply			
Market Street Development Project San Francisco, California	No reply			
Downtown Association of San Francisco, California	75 for both		20	5

Table 12. Continued

Organization	Percent Allocated to			
	Administration and Office Expense	Planning and Development	Promotion and Advertising	Other
<u>Group III</u>				
Committee for Downtown, Inc. Baltimore, Maryland	No reply			
Committee for the Central Business District, Inc., Boston, Mass.	100			
Downtown Brooklyn Development Committee, Inc., Brooklyn, N.Y.	50	50		
Chicago Central Area Committee Chicago, Illinois	No reply			
Central Business District Assoc., Detroit, Michigan	10	30	60	
Central City Association Los Angeles, California	100			
Downtown-Lower Manhattan Assoc., New York City	40	35	15	10
Old Philadelphia Development Corp., Philadelphia, Pa.	No reply			
Downtown St. Louis, Inc. St. Louis, Missouri	No reply			
Source: Thesis Survey of Organizations				

APPENDIX II

ANNUAL ASSESSMENT FORMULAS

Assessment Formula Based on Annual Sales Volume for Non-Property Owners
Committee for Downtown, Inc., Baltimore, Maryland

Annual Sales Volume		Annual Subscription
Under	\$ 200,000	\$ 50.00
\$ 200,000 to	400,000	100.00
400,000 to	600,000	200.00
600,000 to	800,000	300.00
800,000 to	1,000,000	400.00
1,000,000 to	1,500,000	650.00
1,500,000 to	2,500,000	1,000.00
2,500,000 to	5,000,000	1,500.00
5,000,000 to	10,000,000	2,000.00
10,000,000 to	15,000,000	2,500.00
15,000,000 to	20,000,000	3,250.00
Over	20,000,000	4,000.00

Source: Committee for Downtown, Inc., Baltimore, Maryland

Assessment Formula Based on Gross Annual Retail Sales
Springfield Central Area Development Association, Springfield, Illinois

Annual Retail Sales		Annual Assessment
Up to	\$ 100,000	\$ 75.00
\$ 100,000 to	200,000	100.00
200,000 to	300,000	200.00
300,000 to	500,000	300.00
500,000 to	750,000	500.00
750,000 to	1,000,000	750.00
1,000,000 to	1,500,000	1,000.00
1,500,000 to	2,000,000	1,500.00
\$500.00 for Each Million Over \$2 Million		

Source: Springfield Central Area Development Association,
 Springfield, Illinois

APPENDIX III

SPECIAL LEGISLATION

State of Florida
Enabling Legislation
PROVIDING FOR THE CREATION OF A DOWNTOWN DEVELOPMENT AUTHORITY
(Fla Law, Ch. 65-1090, as amended by Ch. 67-636)

Section 1. The governing body having legislative powers, by whatever name known, of every municipality in the state having a population in excess of two hundred fifty thousand (250,000), according to the most recent official census of population, is granted the power to create and establish a downtown development authority, pursuant to the provisions of this act, which authority shall have all the powers herein provided, and which, when established, shall be a body incorporated with the power to sue and may be sued in all the courts of this state; and with power to adopt and use a corporate seal.

Section 2. As used herein the following terms shall have the meaning herein ascribed to them unless the context shall clearly require otherwise:

"Authority" means the downtown development authority, the body corporate hereby created by this act, in any municipality of the state having a population in excess of two hundred fifty thousand (250,000), and any successor to its functions, authority, rights and obligations.

"Board" means the governing body of the authority selected as herein provided.

"Director" means the chief executive officer of the authority selected by the board as herein provided.

"Downtown" means a specifically defined area or zone of the city in the central business district, established by the governing body of the municipality.

"Municipality" or "City" means a municipality or city in the state having a population in excess of two hundred fifty thousand (250,000), according to the latest official census or attaining said population according to any future official census. The word "municipality" or the word "city" wherever it appears in this act, notwithstanding any references to a census used in conjunction therewith in the balance of this act, shall be construed in accordance with this definition.

"Planning board" means the department or agency of the city, by whatever name such department or agency may be known, which is chiefly responsible for community planning, and if no such agency or department

exists as such, then "planning board" means the governing body of the municipality.

"Central business district" means the area in a municipality to which this act primarily relates, zoned and used principally for business.

"Governing body" means the elected body of a municipality having legislative powers.

"Public facility" means any street, park, parking lots, playground, right of way, structure, waterway, bridge, lake, pond, canal, utility lines or pipes, building, including access routes to any of the foregoing designed and dedicated to use by the public generally, or used by any public agency with or without charge, whether or not the same is revenue producing.

Section 3. Whenever the governing body of a municipality having a population in excess of 250,000 according to the latest official census shall determine that it is necessary for the public health, safety and welfare that property value deterioration in the principal area or areas of the city zoned for business, and the causes of such deterioration subject to remedy hereunder shall be halted by the use of means authorized in this act, it shall, by resolution, declare its intention to create a Downtown Development Authority for the city, and make provision for its operation.

In the resolution of intent, the governing body shall set a date for the holding of a public hearing on the adoption of an ordinance creating the Authority and describing the downtown area. Upon the adoption of the resolution, the governing body shall cause a notice of the public hearing to be published in a newspaper of general circulation published in the city, which notice shall be published one time not less than thirty nor more than sixty days from the date of the hearing. The notice shall set forth the date, time and place of the hearing and shall describe the boundaries of the downtown district. Any citizen, taxpayer or property owner shall have the right to be heard in opposition to the establishment of the Authority and the creation of the downtown district. After the public hearing, if the governing body shall intend to proceed with the establishment of a Downtown Development Authority, it shall, in the manner authorized by its charter, adopt an ordinance establishing the Authority and defining the downtown district. The governing body shall not incorporate land into the district not included in the description contained in the resolution and the notice of public hearing, but it may eliminate any lands from the district, as published, in the final determination of the boundaries. From and after the effective date of the ordinance creating the Authority, it shall have existence as provided in Section 1 hereof. The governing body may from time to time, by the procedure herein provided,

alter or amend the boundaries of the downtown district by the inclusion of additional territory or the exclusion of lands from the limits of the district.

Section 4. (Repealed by Fla Laws, Ch. 67-636, Sec. 7)

Section 4.5 (1) The affairs of the authority created, shall be under the direct supervision and control of a board consisting of seven (7) members appointed by the governing body.

(2) Appointment of the original members of the board shall be recommended by the mayor to the governing body, except as otherwise provided herein.

(3) The board shall be constituted as follows:

(a) The mayor shall be chairman of the board and the seventh member.

(b) One (1) member shall be appointed for a term expiring June 30 of the year following the date of a resolution adopted by the governing body, effectuating and establishing the authority provided for in this chapter.

(c) One (1) member shall be appointed for a term expiring June 30 of the second year following the date of a resolution adopted by the governing body, effectuating and establishing the authority provided for in this chapter.

(d) One (1) member shall be appointed for a term expiring June 30 of the third year following the date of a resolution adopted by the governing body, effectuating and establishing the authority provided for in this chapter.

(e) One (1) member shall be appointed for a term expiring June 30 of the fourth year following the date of a resolution adopted by the governing body, effectuating and establishing the authority provided for in this chapter.

(f) One (1) member may be nominated by the board of county commissioners of the county in which the authority is located to the governing body for its approval and appointment. This member shall serve for a term expiring June 30 of the third year following the effective date of this act.

(g) One (1) member may be nominated by the cabinet of the state to the governing body for its approval and appointment. This member shall serve for a term expiring June 30 of the fourth year following the effective date of this act.

(h) In the event the governing body does not reject such nominee within ten (10) days from the date the governing body is notified of such nominee, the nominee shall be deemed appointed to the board.

(i) In the event a nominee provided for under paragraphs (f) or (g) is rejected by the governing body, or in the event the board of county commissioners or cabinet of the state fails to nominate such member within thirty (30) days from the effective date of this act, the mayor shall recommend additional nominees until one (1) is approved and appointed by the governing body to fill such vacancy, in the case of the two additional original nominees only; thereafter, after the appointment of the first two additional members, the board shall nominate a successor, in the manner provided in section 5. In the event the mayor fails to recommend or nominate such member within ten (10) days from the date he is required to do so, the board shall nominate such nominee until one (1) is approved and appointed by the governing body.

(4) A member shall hold office until his successor has been appointed and qualified. Thereafter members shall serve terms of four (4) years from the expiration date of the terms of their predecessors. Appointments to fill vacancies shall be for the unexpired term only.

Section 5. (1) Each appointed member of the board shall reside in or have his place of business or public office in the municipality where the authority is located. He shall be an individual of outstanding reputation for integrity, responsibility and business ability and acumen. No officer or employee of the municipality where the authority is located, other than the mayor shall be eligible for appointment to the board. Not less than thirty (30) days prior to the expiration of any member's term, or within thirty (30) days of the existence of a vacancy, the remaining members of the board shall nominate a successor and submit the name to the governing body for its confirmation of appointment; with the exception of the members who were nominated by the board of county commissioners and the cabinet of the state, or pursuant to section 4.5(i) in lieu thereof, who shall likewise be succeeded by persons nominated by the board of county commissioners and cabinet of the state in the manner provided in section 4.5(3) (f), (g), (h), and (i).

(2) In the event an appointment is not confirmed by the governing body by the final adjournment of the first regular meeting thereof occurring more than ten (10) days after the submission of the nomination to it, the nominator shall make a new nomination and submit same to the governing body for confirmation by it within the time limited therein. The making of nominations, as herein provided shall be a continuing obligation of the board until membership on the board is completed by

confirmation by the governing body. Before assuming the duties of the office each appointed member shall qualify by taking and subscribing to the oath of office required of officials of the city, and by posting a bond in the penal sum of ten thousand dollars (\$10,000.00) payable to the city for use and benefit of the authority, to be approved by the governing body and filed with the city clerk. The premium on such bond shall be deemed an operating expense of the authority, payable from funds available to it for expenses of operation.

(3) The board shall adopt and promulgate rules governing its procedures subject to approval by the governing body and shall hold regular meetings no less often than one (1) each month. Special meetings may be held when called in the manner provided in the rules of the board. All meetings of the board shall be open to the public. Each member of the board shall serve without compensation.

(4) Pursuant to notice and an opportunity to be heard, an appointed member of the board may be removed for cause by the governing body. Any such removal shall be subject to review by the circuit court of the circuit having jurisdiction.

Section 6. In the ordinance creating the Authority the governing body shall in general terms describe the central business district, and shall by metes and bounds, or other method clearly defining the boundaries, establish the downtown area within which the authority shall exercise its powers, and in which a special tax to finance the powers herein authorized shall be assessed, levied, and collected by the governing body for the use and benefit of the Authority. The governing body shall not be limited to the creation of a single authority to exercise the powers herein conferred except that no authority may be created with boundaries that overlap an existing authority.

Section 7. The board, subject to the provisions hereof and subject to other applicable provisions of law, shall have all powers customarily vested in the board of directors of a corporation for profit. It shall exercise supervisory control over the activities of the director and the staff of the authority in carrying out the functions authorized hereby.

Section 8. It shall be the duty of the Board, and it shall have the power to:

(a) Appoint a Director and other staff members who shall be employed upon recommendation of the Director; prescribe their duties, and fix their compensation which shall be paid from funds available to the Authority;

(b) Prepare an analysis of economic changes taking place in the central business district of the city;

(c) Study and analyze the impact of metropolitan growth upon the central business district;

(d) Plan and propose, within the downtown area, public improvements of all kinds, including renovation, repair, remodeling, reconstruction or other changes in existing buildings which may be necessary or appropriate to the execution of any such plan which in the opinion of the Board will aid in the economic growth of the downtown area;

(e) To implement as herein provided any plan of development in the downtown area as shall be necessary to carry out its functions, except that when funds are required other than those provided under Section 11 of this act, the approval of the governing body is required;

(f) In cooperation with the planning board of the city and the planning department of the city develop long range plans designed to halt the deterioration of property values in the central business district, and take such steps as may be necessary to persuade property owners to implement such plans to the fullest extent possible;

(g) Retain and fix the compensation of legal counsel to advise the Board in the proper performance of its duties. The general counsel of the Authority appointed as authorized herein shall be a practicing attorney with not less than ten years experience in the practice of law in Florida. He shall represent the Authority in all suits or actions brought by or against the Authority involving the jurisdiction, power, duties, functions or activities of the Authority, or of the city, under the terms of this act.

(h) To make and enter into all contracts necessary or incidental to the exercise of its powers and the performance of its duties.

(i) Borrow money on a short-term basis to pay expenses of operation following the assessment and levy and prior to collection of the tax herein authorized, and to issue evidences of indebtedness for such loans to be signed by the chairman and the secretary of the authority. The rate of interest to be paid by the authority on any such debt, shall be the lowest rate of interest available not to exceed six per cent (6%) per annum. The authority shall hold the city harmless with respect to any debt created hereunder.

Section 8.5 In addition and supplemental to the powers provided in section 8, the authority acting through its board shall have the right, power and authority to:

(a) Acquire by the exercise of the power of eminent domain any real property which it may deem necessary for its purposes under this chapter after the adoption by it of a resolution declaring that

the acquisition of the real property described therein is necessary for such purposes. The authority may exercise the power of eminent domain in the manner provided in chapters 73 and 74, Florida Statutes. Property already devoted to a public use may be acquired in like manner, provided that no real property belonging to the city, the county, the state or any political subdivision thereof may be acquired without its consent.

(b) Acquire by purchase or otherwise on such terms and conditions and in such manner as it may deem proper, or by the exercise of the power of eminent domain, own, convey or otherwise dispose of, lease as lessor or lessee any land and any other property, real or personal, or any rights or interests therein which it may determine is reasonably necessary for any project (hereafter defined) or purpose of this chapter; and to grant or acquire licenses, easements and options with respect thereto.

(c) Improve land, construct, reconstruct, equip, improve, maintain, repair and operate office buildings, and any necessary or desirable appurtenances thereto, within the boundaries of the authority for the housing in whole or in part of federal, state, county or municipal governmental entities or any agencies thereof or any other person or corporation or any combination of the foregoing (each such office building being herein called a "project").

(d) Fix, charge and collect fees, rents and charges for the use of any project or any part thereof or any facilities furnished thereby, or property under its control and to pledge such revenue to the payment of revenue bonds as issued by it.

(e) Lease as lessor any project, projects or property under its control or any part thereof and charge rentals for the use thereof sufficient with any other available revenues to pay the principal of and the interest on the revenue bonds issued to pay the cost of any such project or projects.

(f) Accept grants and donations of any type of property, labor, or other thing of value from any public or private source.

(g) Receive the proceeds of the tax referred to in this chapter.

(h) Receive the revenues from any property, project or facility owned, leased, licensed, or operated by it or under its control subject to the limitations imposed upon it by trusts or other agreements validly entered into by it.

(i) Cooperate and enter into agreements with any governmental agency or other public body.

(j) Make or receive from the municipality or the county in which the authority is located conveyances, leasehold interests, grants, contributions, loans and other rights and privileges.

(k) Issue, negotiate and sell, in accordance with the applicable provisions of the Laws of Florida, except as otherwise herein provided, revenue bonds of the authority, payable solely from revenues, to pay all or any part of the cost of any project, projects or purposes of this chapter, upon such terms and conditions, manner and form, having such details, conditions and provisions as shall be determined by resolution of the authority not inconsistent with the provisions hereof, and to secure such revenue bonds by a trust agreement by and between the authority and a bank or trust company having such revenue bonds shall mature at such time or times not later than forty (40) years from their date, and shall bear interest at a rate or rates not exceeding six per cent (6%) per annum, to take all steps deemed by it necessary or expedient for efficient preparation and marketing of the revenue bonds at public sale upon ten (10) days published notice in the municipality where the authority is located or with the approval of the governing body at private sale, at the best prices obtainable, including the entry into binding agreements with corporate trustees, underwriters, and the holders of the revenue bonds, and the employment and payment, as a necessary expense of issuance, for the services of consultants on valuations, costs and feasibility of undertaking, revenues to be anticipated and other financial matters, architecture, engineering, legal matters, accounting matters, and any other fields in which expert advice may be needed to effectuate advantageous issuance and marketing; and such bonds shall be governed by the following conditions:

1. Any revenue bonds issued under the provisions of this section shall not be deemed to be a debt of the municipality where the authority is located, the county in which it is located or the state or a pledge of the faith and credit of such municipality, county or state but such bonds shall be payable solely from the revenues pledged for their payment as authorized herein. The municipality establishing such authority, the county in which it is located and the state is not directly or indirectly obligated to pay the principal of or the interest on the bonds and the faith and credit of such municipality is not pledged to the payment of such principal or interest; and all such bonds shall contain this statement on their face. The issuance of revenue bonds under the provisions of this section shall not, directly or indirectly or contingently, obligate such municipality, county or state to levy or to pledge any form of taxation whatever therefor, or to make any appropriation for their payment.

2. All revenue bonds issued pursuant hereto shall be negotiable instruments for all purposes.

(1) Exercise all powers incidental to the effective and expedient exercise of the foregoing powers to the extent not in conflict herewith or inconsistent herewith.

Section 9. The board shall employ and fix the compensation, subject to the approval of the governing body, of the following who shall serve at the pleasure of the Board.

(a) A director, who shall be a person of good moral character and possessed of a reputation for integrity, responsibility and business ability. No member of the board shall be eligible to hold the position of director. Before entering upon the duties of his office, the director shall take and subscribe to the oath and furnish bond as required of members of the board. He shall be the chief executive officer of the authority and shall devote his entire time and attention to the duties of his office. He shall not while serving as director engage in any other business or profession. Subject to the approval of the board, and direction by it when necessary, he shall have general supervision over and be responsible for the preparation of plans and the performance of the functions of the authority in the manner authorized herein. He shall attend all meetings of the board and shall render to the board and to the governing body a monthly report covering the activities and financial condition of the authority. In the absence or disability of the director, the board may designate a qualified person to perform the duties of the office as acting director. The director shall furnish the board with such information or reports governing the operation of the authority as the board may from time to time require.

(b) A treasurer, who shall keep the financial records of the authority and who, together with the director, shall approve all vouchers for the expenditure of funds of the authority. He shall perform such other duties as may be delegated to him by the Board.

(c) A secretary, who shall maintain custody of the official seal and of all records, books, documents or other papers not required to be maintained by the treasurer. He shall attend all meetings of the board and keep a record of all its proceedings. He shall perform such other duties as may be delegated to him by the Board.

(d) Upon recommendation of the director, such clerical, technical, and professional assistance including but not limited to engineering, planning, economic research and other fields as shall in the opinion of the board be necessary to provide for the efficient performance of the functions of the board.

Section 10. In time for submission to the governing body as required of all departments of the city, the director shall prepare and submit for the approval of the board a budget for the operation of the Authority for the ensuing fiscal year. The budget shall be prepared in the manner and contain the information required of all departments. However when approved by the board it shall not require approval of any officer or the body of the city other than the governing body. No funds of the city may be included in the budget of the Authority except those funds herein authorized. The operations of the Authority shall be principally financed from the following sources and such other sources as may be approved by the governing body.

(a) Donations to the Authority for the performance of its functions.

(b) Proceeds of an ad valorem tax, not exceeding one-half mill per dollar valuation of the property in the downtown area designated by the governing body.

(c) Monies borrowed and to be repaid from other funds received under the authority of this act.

Section 11. The governing body is authorized to levy an additional ad valorem tax on all real and personal property in the downtown district not exceeding one-half mill on the dollar valuation of such property for the purpose of financing the operation of the Authority. This levy of one-half mill per dollar ad valorem tax shall be in addition to the regular ad valorem taxes and special assessments for improvements imposed by the governing body of the City. The tax collector shall transmit funds so collected to the appropriate officer of the city responsible for the handling of the public money who shall deposit same in the city treasury to the credit of the Authority. Such money shall be used for no purpose other than those purposes authorized herein and upon approval of the Board, pursuant to vouchers signed by the director and the treasurer of the authority. The funds of the Authority shall be secured as other public funds are secured. Other monies received by the Authority shall forthwith be deposited in the city treasury to the credit of the Authority, subject to disbursement as herein authorized. The city shall not obligate itself nor shall it ever be obligated to pay any sums from general public funds or from any public funds, other than monies received pursuant to Section 10 hereof, for or on account of any of the activities of the authority.

Section 12. The governing body shall have the power to assess against the funds of the authority for the use and benefit of the general fund of the city, a reasonable pro rata share of such funds for the cost of handling and auditing, which assessment when made shall be paid annually by the board pursuant to an appropriate item in its budget.

Section 13. No Board member nor any employee of the Board shall vote or otherwise participate in any matter in which he has a financial interest, either direct or indirect. When such interest shall appear, it shall be the duty of the board member, or employee, to make such interest known and he shall thenceforth refrain from voting on or otherwise participating in the particular transaction involving such interest. Willful violation of the provisions hereof shall constitute malfeasance on the part of a member of the Board, and shall be grounds for instant dismissal of any employee. The governing body may, in the ordinance, provide for automatic forfeiture of office by a Board member for violation hereof. Any transaction involving a conflict or interest, wherein a violation of this section is involved, may be rendered void at the option of the Board.

Section 14. In addition to any other methods of procedures authorized, it is the policy of the state of Florida to make it possible for municipal corporations to preserve property values by preventing deterioration found in the central business district of large communities, those having a population in excess of two hundred fifty thousand (250,000) and by a system of self help to correct the blight of such deterioration; to provide the vehicle whereby property owners who will benefit directly from the results of such program will bear the cost thereof, and whereby local problems will be solved on the local level through the use of machinery provided by local government.

Section 15. All powers conferred upon municipal corporations by this act are and shall be supplemental and in addition to those conferred by any other general or special law and shall be liberally construed to effectuate the purposes hereof. This act shall be construed to be an alternative method of accomplishing its purposes independent of any other powers conferred upon municipal corporations electing to exercise the authority herein granted.

Section 16. All real property located within the central business district shall be subject to ad valorem taxes to pay the principal and interest on all existing general obligation debts of the city and any future debts which may be authorized by law.

Section 16.5. (1) In so far as any downtown development authority is authorized by the provisions of this section to issue revenue bonds and to exercise the powers relating thereto contained in this section, including the exercise of the power of eminent domain, all acts and proceedings heretofore taken and done by the governing body of a municipality under the provisions of said chapter 65-1090, Laws of Florida, in creating and establishing such downtown development authority together with all acts, proceedings, resolutions, contracts, agreements and by laws of any such authority and its board

are hereby ratified, legalized, validated and confirmed and declared to be legal in all respects; and such downtown development authority provided for in this chapter is hereby declared to be legally established, and binding and created, effective June 25, 1965.

(2) Nothing in this act shall in any way affect the incumbent board members of an authority established by a municipality pursuant to this chapter, who shall remain on the board and shall hold office as a member of such board until the expiration of their present terms.

Section 17. The provisions hereof shall be liberally construed to accomplish the purposes expressed herein and if any section, paragraph, sentence, clause, phrase or word, or the application of any of them to any persons, facts or circumstances, shall be held to be void and unconstitutional; such holding shall not affect the remainder of this act, or the application hereof to other persons, facts or circumstances, it being the intent of the legislature to have enacted this act without such void section, paragraph, sentence, clause, phrase, word or application.

Section 18. This act shall take effect immediately upon becoming a law.

Missouri Revised Statutes, as Amended in 1969
Chapter 353, Urban Redevelopment Corporations Law
(Cross Reference: Land clearance for redevelopment law,
RSMo 99.300 to 99.660)

353.010 Citation of chapter -- application. This chapter shall be known and may be cited and referred to as "The Urban Redevelopment Corporations Law", and shall apply to all cities in this state which now have or which may hereafter contain a population of twenty thousand inhabitants or more, according to the last preceding federal decennial census and all constitutional charter cities.

353.020 Definitions. The following terms, whenever used or referred to in this chapter shall, unless a different intent clearly appears from the context, be construed to have the following meaning:

(1) "Area" shall mean that portion of the city which the legislative authority of such city has found or shall find to be blighted, so that the clearance, replanning, rehabilitation, or reconstruction thereof is necessary to effectuate the purposes of this law. Any such area may include buildings or improvements not in themselves blighted, and any real property, whether improved or unimproved, the inclusion of which is deemed necessary for the effective clearance, replanning, reconstruction or rehabilitation of the area in which such buildings, improvements or real property form a part.

(2) "Blighted area" shall mean that portion of the city within which the legislative authority of such city determines that by reason of age, obsolescence, inadequate or outmoded design or physical deterioration, have become economic and social liabilities, and that such conditions are conducive to ill health, transmission of disease, crime or inability to pay reasonable taxes.

(3) "City" or "such cities" shall mean those constitutional charter cities in this state which now have or which may hereafter have a population of three hundred and fifty thousand inhabitants or more according to the last preceding federal decennial census.

(4) "Development plan" shall mean a plan, together with any amendments thereto, for the development of all or any part of a blighted area, which is authorized by the legislative authority of any such city.

(5) "Legislative authority" shall mean the city council or board of aldermen of the cities affected by this law.

(6) "Mortgage" shall mean a mortgage, trust indenture, deed of trust, building and loan contract, or other instrument creating a lien on real property, to secure the payment of an indebtedness, and the indebtedness secured by any of them.

(7) "Real property" shall include lands, buildings, improvements, land under water, water front property, and any and all easements, franchises and hereditaments, corporeal or incorporeal, and every estate, interest, privilege, easement, franchise and right therein, or appurtenant thereto, legal or equitable, including restrictions of record, created by plat, covenant, or otherwise, right of ways, and terms for years.

(8) "Redevelopment" shall mean the clearance, replanning, reconstruction or rehabilitation of any blighted area, and the provision for such industrial, commercial, residential or public structures and spaces as may be appropriate, including recreational and other facilities incidental or appurtenant thereto.

(9) "Redevelopment project" shall mean a specific work or improvement to effectuate all or any part of a development plan.

(10) "Urban redevelopment corporation" shall mean a corporation organized under the provisions of this chapter, provided, however, that any life insurance company organized under the laws of, or admitted to do business in the state of Missouri may from time to time within five years after the effective date of this law, undertake, alone or in conjunction with, or as a lessee of any such life insurance company or urban redevelopment corporation, a redevelopment project under this chapter, and shall, in its operations with respect to any such redevelopment project, but not otherwise, be deemed to be an urban redevelopment corporation for the purposes of this section and sections 353.010, 353.040, 353.060, and 353.110 to 353.160. (L. 1943p. 751 #3, A.L. 1945 p. 1242 #2, A.L. 1947 V. I p. 393)

353.030 Organization of corporation -- contents of articles of agreement. Corporations referred to in this chapter as urban redevelopment corporations may be organized in the following manner: The articles of agreement or association shall be prepared, subscribed and acknowledged, and filed in the office of the secretary of state pursuant to the general corporation laws of the state and shall contain:

(1) The name of the proposed corporation, which must have the words "redevelopment corporation" as a part thereof.

(2) The purposes for which it is formed, which shall be as follows: To acquire, construct, maintain and operate a redevelopment project or redevelopment projects in accordance with the provisions of this law.

(3) The amount of the capital stock, and if any be preferred stock the preference thereof.

(4) The number of shares of which the capital shall consist, all of which shall have a par value.

(5) The city in which its principal business office is to be located.

(6) Its duration, which shall not exceed ninety-nine years.

(7) The number of directors, which shall not be less than three, nor more than thirteen.

(8) The names and post-office addresses of the directors for the first year, at least one of whom shall be a resident of the state of Missouri.

(9) The names and post-office addresses of the subscribers to the articles of association or agreement.

(10) A provision that in the event that income debenture certificates are issued by the corporation, the owners thereof shall have the same right to vote as they would have if possessed of certificates of stock of the amount and par value of the income debenture certificates held by them. The articles may provide for the retirement of income debenture certificates or preferred stock of the corporation from the receipt of amortization of sinking fund in installments for that purpose. Interest shall not be paid by the corporation upon such income debenture certificates or upon any bonded or other debt of the corporation in excess of nine per cent per annum. Provided, however, that any income debenture, bonded or evidence of other debt issued by the corporation within two years of the effective date of this amendment may be at a rate not to exceed ten per cent per annum to maturity.

(11) A declaration that the corporation has been organized to serve a public purpose; that all real estate acquired by it and all structures erected by it are to be acquired for the purpose of promoting the public health, safety and welfare, and that the stockholders of the corporation shall when they subscribe to and receive the stock thereof, agree that the net earnings of the corporation shall be limited to an amount not to exceed eight per cent per annum of the cost to such corporation of the redevelopment project including the cost of the land, or the balances of such cost as reduced by amortization payments; provided, that the net earnings derived from any redevelopment project shall in no event exceed a sum equal to eight per cent per annum upon the entire cost thereof. Such net earnings shall be computed after deducting from gross earnings the following:

(a) All costs and expenses of maintenance and operation:

(b) Amounts paid for taxes, assessments, insurance premiums and other similar charges;

(c) An annual amount sufficient to amortize the cost of the entire project at the end of the period, which shall be not more than sixty years from the date of completion of the project. The development plan may contain provisions satisfactory to the legislative authority authorizing such plan that any surplus earnings in excess of rate of net earnings provided in this chapter may be held by the corporation as a reserve for maintenance of such rate of return in the future and may be used by the corporation to offset any deficiency in such rate of return which may have occurred in prior years; or may be used to accelerate the amortization payments; or for the enlargement of the project; or for reduction in rentals therein; provided, that any excess of such surplus earnings remaining at the termination of the tax relief granted pursuant to section 353.110 shall be turned over by the corporation to the city.

(12) A declaration that such corporations are organized for the purpose of the clearance, replanning, reconstruction or rehabilitation of blighted areas, and the construction of such industrial, commercial, residential or public structures as may be appropriate, including provisions for recreational and other facilities incidental or appurtenant thereto.

(L. 1943 p. 751 #7, A.L. 1945 p. 1242 #3, A.L. 1947 V. 0 p. 393)

353.040 Life insurance company operating as urban redevelopment corporation -- limitation on earnings -- disposition of surplus. 1. Any life insurance company operating as an urban redevelopment corporation under this chapter shall be limited in its net earnings derived exclusively from the ownership or operation of any redevelopment project on real property owned by, or leased to, any such life insurance company, and constructed pursuant to a redevelopment plan to an amount not to exceed eight per cent per annum of the cost to such company of the redevelopment project including the cost of the land, or the balances of such cost as reduced by amortization payments; provided, that the net earnings derived from any redevelopment project shall in no event exceed a sum equal to eight per cent per annum upon the entire cost thereof. Such net earnings shall be computed after deducting from gross earnings the following:

(1) All costs and expenses of maintenance and operations;

(2) Amounts paid for taxes, assessments, insurance premiums and other similar charges;

(3) An annual amount sufficient to amortize the cost of the

entire project at the end of the period, which shall be not more than sixty years from the date of completion of the project.

(2) The development plan may contain provisions satisfactory to the legislative authority authorizing such plan that any surplus earnings in excess of the rate of net earnings provided in this chapter may be held by the company as a reserve for maintenance of such rate of return in the future and may be used by the company to offset any deficiency in such rate of return which may have occurred in prior years; or may be used to accelerate the amortization payments; or for the enlargement of the project, or for reduction in rentals therein; provided, that any excess of such surplus earnings remaining at the termination of the tax relief granted pursuant to section 353.110 shall be turned over by the company to the city.
(L. 1945 p. 1242 #4, A.L. V. 0 p. 393)

353.050 Use of word "redevelopment" prohibited -- exceptions.
No corporation now organized under the laws of this state shall change its name to a name, and no such corporation hereafter organized shall have a name, containing the word "redevelopment" as a part thereof except as provided in this chapter. No foreign corporation now authorized to do business in this state shall change its name to a name and no such corporation shall hereafter be authorized to do business in the state with a name containing the word "redevelopment" as a part thereof.
(L. 1943 p. 751 #10, A.L. 1945 p. 1242 #5)

353.060 Urban redevelopment corporation may operate one or more development projects -- powers. An urban redevelopment corporation shall operate under this chapter on one or more redevelopment projects pursuant to an authorized development plan, and with respect to each such project shall have such rights, powers, duties, immunities and obligations, not inconsistent with the provisions of this law, as may be conferred upon it by city ordinance duly enacted by the legislative authority of a city affected by this chapter which is authorizing or has authorized such plan; provided, however, that notwithstanding the provisions of this section, such urban redevelopment corporation may, as a redeveloper under the provisions of the land clearance for redevelopment authority as property, by purchase or lease, from a land clearance for redevelopment authority as outlined in said law, in the manner and under the terms and conditions specified in said law.
(L. 1945 p. 1242 #6, A.L. 1951 p. 364)

353.070 General corporation laws unless conflicting apply.
The provisions of the general corporation laws, as presently in effect and as hereafter from time to time amended, shall apply to urban redevelopment corporations, except where such provisions are in conflict with the provisions of this law.
(L. 1945 p. 1242 #7)

353.080 Notice of meetings to holders of income debentures.

In the event that any action with respect to which the holders of income debentures shall have the right to vote is proposed to be taken, notice of any meeting at which such action is proposed to be taken shall be given to such holders in the same manner and to the same extent as if they were stockholders entitled to notice of and to vote at such meeting, and any articles filed pursuant to law in the office of the secretary of state with respect to any such action, whether taken with or without meeting, and any affidavit required by law to be annexed to such articles shall contain the same statements or recitals, and such articles shall be subscribed and acknowledged, and such affidavit shall be made, in the same manner as if such debenture holders were stockholders holding shares of an additional class of stock entitled to vote on such action, or with respect to the proceedings provided for in such document.
(L. 1945 p. 1242 #7)

353.090 Maintain reserves for specific purposes.

An urban redevelopment corporation shall establish and maintain depreciation, obsolescence, and other reserves, also surplus and other accounts, including, among others, a reserve for the payment of taxes according to recognized standard accounting practices.
(L. 1945 p. 1242 #8)

353.100 When corporation may pay interest on its income

debentures or dividends or its stock. No urban redevelopment corporation shall pay any interest on its income debentures or dividends on its stock during any dividend year unless there shall exist at the time of such payment no default under any amortization requirements with respect to its indebtedness, nor unless all accrued interest, taxes and other public charges shall have been duly paid or reserves set up for the payment thereof, and adequate reserves provided for depreciation, obsolescence and other proper reserves.

353.110 Real property exempt from taxation -- limitation.

1. The real property of urban redevelopment corporations acquired pursuant to this chapter shall not be subject to assessment or payment of general ad valorem taxes imposed by the cities affected by this law, or by the state or any political subdivision thereof, for a period of ten years after the date upon which such corporations become owners of such real property, except to such extent and in such amount as may be imposed upon such real property during said period measured solely by the amount of the assessed valuation of the land, exclusive of improvements, acquired pursuant to this chapter and owned by such urban redevelopment corporation, as was determined by the assessor of the county in which such real property is located, or, if not located within a county, then by the assessor of such city for taxes due and payable thereon during the calendar year preceding

the calendar year during which the corporation acquired title to such real property, and the amounts of such tax assessments shall not be increased during said ten-year period so long as the real property is owned by an urban redevelopment corporation and used in accordance with a development plan authorized by the legislative authority of such cities.

2. In the event, however, that any such real property was tax exempt immediately prior to ownership by any urban redevelopment corporation, such assessor or assessors shall, upon acquisition of title thereto by the urban redevelopment corporation, promptly assess said land, exclusive of improvements, at such valuation as shall conform to but not exceed the assessed valuation made during the preceding calendar year of other land, exclusive of improvements, adjacent thereto or in the same general neighborhood, and the amount of such assessed valuation shall not be increased during the ten-year period aforesaid so long as the real property is owned by an urban redevelopment corporation and used in accordance with a development plan authorized by the legislative authority of such cities. For the next ensuing period of fifteen years ad valorem taxes upon such real property shall be measured by the assessed valuation thereof as determined by such assessor or assessors upon the basis of not to exceed fifty per cent of the true value of such real property, including such improvements thereon, nor shall such valuations be increased above fifty per cent of the true value of such real property from year to year during said period of fifteen years, so long as the real property is owned by an urban redevelopment corporation and used in accordance with an authorized development plan. After said period totaling twenty-five years such real property shall be subject to assessment and payment of all ad valorem taxes, based on the full true value of the real property; provided that after the completion of the redevelopment project, as authorized by law or ordinance whenever any urban redevelopment corporation shall elect to pay full taxes, or at the expiration of said twenty-five year period, such real property shall be owned and operated free from any of the conditions, restrictions, or provisions of this chapter, and of any ordinance, rule or regulation adopted pursuant thereto, any other law limiting the right of domestic and foreign insurance companies to own and operate real estate to the contrary notwithstanding.

(L. 1945 p. 1242 #10, A.L. 1947 V. I p. 393)

(1954) Section 353.110 is authorized by section 7, Article X of the Constitution and does not conflict with section 6, Article X, Land Clearance for Redevelopment Auth. v. City of St. Louis (Mo.), 270 S.W. (2d) 58.

353.120 Transfer by fiduciaries and public agencies of real property to a redevelopment corporation. Notwithstanding any requirement of law to the contrary, or the absence of direct provision therefor

in the instrument under which a fiduciary is acting, every executor, administrator, trustee, guardian or any other person, holding trust funds or acting in a fiduciary capacity, unless the instrument under which such fiduciary is acting expressly forbids, also the state, its subdivisions, cities, all other public bodies, all public officers, corporations, organized under or subject to the provisions of the banking law (including savings banks, savings and loan associations, trust companies, private bankers and private banking corporations), the state commissioner of finance as conservator, liquidator or rehabilitator of any such person, partnership or corporation, person, partnership and corporations organized under or subject to the provisions of the insurance law, the superintendent of insurance as conservator, liquidator, or rehabilitator of any such person, partnership or corporation, any of which owns or holds any real property within any blighted area proposed to be cleared or redeveloped by an urban redevelopment corporation, may grant, sell, lease or otherwise transfer any such real property to an urban redevelopment corporation, and receive and hold any cash, mortgages, or other securities or obligations exchanged therefor by such urban redevelopment corporations, and may execute such instruments and do such acts as may be deemed necessary or desirable by them or it and by the urban redevelopment corporations in connection with the development and any development plan.

(L. 1943 p. 751 #18, A.L. 1945 p. 1242 #11)

353.130 Redevelopment corporation may acquire property. 1. An urban redevelopment corporation may acquire real property or secure options in its own name or, in the name of nominees, it may acquire real property by gift, grant, lease, purchase, or otherwise.

2. An urban redevelopment corporation shall have the right to acquire by the exercise of the power of eminent domain any real property in fee simple or other estate which is necessary to accomplish the purpose of this chapter, under such conditions and only when so empowered by the legislative authority of the cities affected by this chapter.

3. An urban redevelopment corporation may exercise the power of eminent domain in the manner provided for corporations in chapter 523, RSMo; or it may exercise the power of eminent domain in the manner provided by any other applicable statutory provision for the exercise of the power of eminent domain. Property already devoted to a public use may be acquired in like manner, provided that no real property belonging to any city, county, or the state, or any political subdivision thereof may be acquired without its consent.

(L. 1943 p. 751 #19, A.L. 1945 p. 1242, #12)

353.140 Occupancy of property acquired by corporation by previous owners -- conditions. When title to real property has been vested in an urban redevelopment corporation by gift, grant, devise, purchase, or by condemnation proceedings or otherwise, the urban re-

development corporation may agree with the previous owners of such property, or any tenants continuing to occupy or use it, or any other persons who may occupy or use or seek to occupy or use such property, that such former owner, tenant or other persons may occupy or use such property upon the payment of a fixed sum of money for a definite term or upon the payment periodically of an agreed sum of money. Such occupation or use shall not be construed as a tenancy from month to month, nor require the giving of notice by the urban redevelopment corporation for the termination of such occupation or use or the right to such occupation or use, but immediately upon the expiration of the term for which payment has been made the urban redevelopment corporation shall be entitled to possession of the real property and may maintain an action for either unlawful detainer or ejectment for the purpose of recovering immediate possession thereof.
(L. 1943 p. 751 #21, A.L. 1945 p. 1242 #13, A. 1949 H. B. 2081)

353.150 Borrowing of money and giving of security by corporation.

1. Any urban redevelopment corporation may borrow funds and secure the repayment thereof by mortgage which shall contain reasonable amortization provisions and shall be a lien upon no other real property except that forming the whole or a part of a single development area.

2. Certificates, bonds, and notes, or part interest therein, or any part of an issue thereof, which are secured by a first mortgage on the real property in a development area, or any part thereof, shall be securities in which all the following persons, partnerships, or corporations and public bodies or public officers may legally invest the funds within their control:

(1) Every executor, administrator, trustee, guardian, committee or other person or corporation holding trust funds or acting in a fiduciary capacity;

(2) Persons, partnerships and corporations organized under or subject to the provisions of the banking law (including savings banks, savings and loan associations and trust companies);

(3) The state commissioner of finance as conservator, liquidator or rehabilitator of any such person, partnership or corporation;

(4) Persons, partnerships or corporations organized under or subject to the provisions of the insurance law; fraternal benefit societies; and

(5) The state superintendent of insurance as conservator, liquidator or rehabilitator of any such person, partnership or corporation.

3. Any mortgage on the real property in a development area, or any part thereof, may create a first lien, or a second or other junior lien, upon such real property.

4. Any urban redevelopment corporation may sell or otherwise dispose of any or all of the real property acquired by it for the purposes of a redevelopment project. In the event of the sale or other disposition of real property of any urban redevelopment corporation by reason of the foreclosure of any mortgage or other lien, through insolvency or bankruptcy proceedings, by order of any court of competent jurisdiction, by voluntary transfer or otherwise, and the purchaser of such real property of such redevelopment corporation shall continue to use, operate and maintain such real property in accordance with the provisions of any development plan, the legislative authority of any city affected by the provisions of this chapter, may grant the partial tax relief provided in section 353.110; but if such real property shall be used for a purpose different than that described in the redevelopment plan, or in the event that the purchaser does not desire the property to continue under the redevelopment plan, or if the legislative authority shall refuse to grant the purchaser continuing tax relief, the real property shall be assessed for ad valorem taxes upon the full true value of the real property and may be owned and operated free from any of the conditions, restrictions or provisions of this chapter.

(L. 1943 p. 751 #23, A.L. 1945 p. 1242 #14)

353.160 May accept grants or loans from the United States government. Any urban redevelopment corporation may accept grants or loans of money from the government of the United States or any department or agency thereof.

(L. 1943 p. 751 #23, A.L. 1945 p. 1242 #15)

353.170 City may acquire, clear, convey or lease property for use in redevelopment project. Any city subject to this chapter shall have power:

(1) To acquire by the exercise of the power of eminent domain, or otherwise, an area designated on a master plan under the authority of the legislative authority of the city as a redevelopment area;

(2) To clear any such real property and install, construct, and reconstruct streets, utilities and any and all other city improvements necessary for the preparation of such area for use in accordance with the provisions of this chapter.

(L. 1945 p. 1242 #16)

353.180 Any corporation may purchase shares of stock of urban redevelopment corporation. Any corporation organized under the laws of the state of Missouri, or admitted to do business in the state of Missouri, shall have power to purchase any or all of the shares of stock of an urban redevelopment corporation organized under the provisions of this chapter.

(L. 1945 p. 1242 #17)

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